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Community Participation in Development Planning: Implementation and Strategies at Local Level

A Case Study in Bima City, Indonesia

A Dissertation
submitted in partial fulfilment
of the requirements for the Degree of
Master of Planning

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by
Gita Yulianti Suwandi

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The development planning paradigm shifts with the dynamic needs of the community as actors and beneficiaries. The concept of participatory planning has been increasingly applied in both developed and developing countries as a way of responding to these dynamics. However, in practice, it is not easy to integrate theory around participatory planning with specific aspects of the region and its inhabitants. Conceptual frameworks thus require a degree of flexibility to suit the varied regulatory environments of different countries and the political interests that influence community engagement. My research focuses on a case study of Bima City in Indonesia where a serious flood event provided a catalyst for a shift from top-down to more participatory planning approaches. This research will discuss several important aspects of the planning process that shaped this transition.

Keywords: Local government, community participation, development planning, post-disaster.

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Glossary and Abbreviations

Glossary

BAPPENAS	: Badan Perencanaan Pembangunan Nasional (National Agency for Development Planning)
Musrenbang	: Musyawarah Perencanaan Pembangunan (Development Planning Deliberation)
BNPB	: Badan Nasional Penanggulangan Bencana (National Authority for Disaster Management)
APBN	: Anggaran Pendapatan dan Belanja Negara (State budget)
DAK	: Dana Alokasi Khusus (Special Allocation Fund)
RT	: Rukun Tetangga (Neighbourhood level group)
RW	: Rukun Warga (Community level group)
Kelurahan	: Urban village, the lowest administrative unit in a city
BAPPEDA	: Badan Perencanaan Pembangunan Daerah (Local Agency for Development Planning)
BPBD	: Badan Penanggulangan Bencana Daerah (Local Agency for Disaster Management)
RPB	: Rencana Penanggulangan Bencana (Disaster Management Plan)
DPR	: Dewan Perwakilan Rakyat (National House of Representatives)
DPRD	: Dewan Perwakilan Rakyat Daerah (Regional House of Representatives)
LPM	: Lembaga Pemberdayaan Masyarakat (Community Empowerment Body)

Abbreviations

OECD	: Organisation for Economic Co-operation and Development
SDGs	: Sustainable Development Goals
MDGs	: Millenium Development Goals
UNDP	: United Nations Development Program
MBIE	: Ministry of Business, Innovation and Employment
CEO	: Chief Executive Officer
UN	: United Nations
FAO	: Food and Agriculture Organization
IAP2	: International Association for Public Participation
CBED	: Community-Based Economic Development
CBDP	: Community-Based Development Program

Chapter 1

Introduction

Development has undergone a series of changes over time in terms of theories, approaches and practices. So development also looks different at each place as does the development planning process. In Indonesian context, as a study area, the fundamentals of governance have changed over the last two decades. One of the significant transformations was when the centralist system of government became decentralised, which is symbolised by the issuance of Law No. 32 in 2004. These alterations also have implications for the development planning system which, as acknowledged by the National Agency of Development Planning (BAPPENAS, 2005), was forced by policy inconsistencies, low community participation, inconsistencies between planning programmes and financing, low transparency and accountability, and weak performance appraisals. This chapter provides an overview from the global perspective and perspectives specific to Indonesia and the Bima City context of development planning and community participation paradigms. The chapter ends with the research goals and objectives as essential points for this study.

1.1 Development Planning Paradigms

Planning and development cannot be separated, as both concepts have the same goal, to change the social structure and improve the welfare of society (Allmendinger & Tewdwr, 2002). Basically, planning is one aspect of development practices. Planning is generally used as a guideline in managing an area as well as the activities within it in order to achieve targets.

During development, nations in the world have experienced several shifts in patterns, models, and paradigms ranging from growth, welfare, neo-economic, dependency, to human development (Bellu, 2011). According to Adelman (2000), the transformation of the development paradigm in the world is caused by three factors: changes in ideology, revolution and technological innovation, as well as changes in the international environment from the impact of economic globalisation that is taking place extensively, as reflected in the increasingly integrated international economic activities.

These transformations have given birth to several criticisms about the old thinking patterns relating to development that encompass economic improvement but has not been able to answer the problems of the region. This was also seen at the time of the multi-dimensional crisis in several countries, especially developing countries, such as Indonesia and other Asian regions. The centres of economic and industrial activity are actually the regions that received the greatest impact from the crisis (Nurzaman, 2002). That is why the emergence of a new paradigm in development planning that

emphasises local development is welcomed as an alternative discourse in resolving conflicts between regions, welfare disparities, a sense of justice, and other social and economic social problems to improve development performance (Bellu, 2011).

Concerning planning in Indonesia, this is related to documents that contain development directions or their application in a linear manner. The planning document is generally manifested based on the object of the development, where the object is an administrative area with various levels (national, provincial, district/city) (BAPPENAS, 2005). However, in addition, Kunarjo (2002) argues that there are also cross-administrative planning areas, which are areas that have certain functions or special planning needs, such as metropolitan areas, watersheds, and border areas. In the process of carrying out planning, the planner generally conducts surveys of the planning area and goes through a series of data collection and analyses. The conditions and characteristics of a region have various aspects, such as the economy, environment, infrastructure, social, institutional, and so on. These form the basis of the information needed to draw up a plan.

From the explanation, above, it can be seen that planning in Indonesia used a top-down approach. Planners can use their expert judgment to manage concepts, directions and strategies, and to develop programmes. The ideal goals of planning and development are to drive the economy and improve the welfare of society, and this has been standardised (McMichael, 2012). Thus, the programmes that emerge from good planning are the same for regional performance, as measured by significant economic growth, massive infrastructure development, a high human development index (HDI) and so on. Sumner and Tribe (2008) also explain that regional progress indicators are the basis for determining planning targets, which must be measurable in the short or medium terms.

However, Escobar (2012) questioned the prevailing planning paradigm. He criticised the popular creator of the development the Truman doctrine, where development has resulted in massive failures and, in fact, increased poverty in various regions. The concept of development has resulted in “a single story”, that development is considered a panacea that will solve problems, especially in developing countries. The question that arises then is: if the development targets are relatively similar, do all regions then have the same characteristics? For example, Jakarta (the capital city of Indonesia), is classified as a “developed” region, and Papua, is classified as an “underdeveloped” region in Indonesia. When referring to the concept of development, does Papua ultimately have to be like Jakarta, which has skyscrapers, infrastructure and high technology, and people who have an urban lifestyle? What about the fate of indigenous peoples who have far different cultures and characteristics? Also, what about the fate of a region that has agriculture as its main activity? Do they have to turn into industrial and service trade areas to become "advanced" regions?

At present, there are many practices where regional competitiveness-based planning has changed the social structure of the community in an area due to encouraging development. One example is Bekasi City (West-Java Province), which used to have the characteristics of an agricultural region but has now been transformed into an industrial area through an industrialisation process (Communication-Informatics-Statistics and Coding Services Bekasi City, 2019). While the economy may grow with industrial activity, do the people benefit directly from it? What has, in fact, been directly experienced by the community was that they were evicted from the land, which then become industrial land, so they lost their livelihoods (Communication-Informatics-Statistics and Coding Services Bekasi City, 2019) and needed to move elsewhere. So, it can then be assumed that this development concept becomes hypothetical and this shows the quality of the region from the points of view of numbers and standards without directly showing the impact felt by the community.

It is realised here that planning is basically used as a tool to achieve development goals that are formulated by a group of people or countries that have the power to control other regions through their ideal concepts. Planning and development in Indonesia has experienced the westernisation of its ideal concept, which makes America-Europe or so-called top countries as the object in development goals (Nugroho & Dahuri, 2012). In fact, the characteristics of the region, historically, socially, and culturally are very different. This is tantamount to stating that Indonesia will probably no longer have an identity in the future but will transform into a pilot area of what might be called the Indonesian version of New York, London or Shanghai. Indonesian people it seems will be encouraged to change and adapt to regional development needs, not vice versa.

The process of changing the planning and development paradigms is difficult and challenging. The concept of development, which makes the area of planning and the community the subject of development, has been widely circulated. However, it is still rarely applied and the results remain unclear. Alternative planning ideas in development must be encouraged and begin with identifying issues and problems in the planning area. In addition, development targets must also be adjusted to the needs of the community, not the needs of the head of the region and other stakeholders.

1.2 Community Participation in Development Planning

Understanding the principles of participation is where the community plays an active role in the process or stages of the programme and its supervision. This begins from the stage of socialisation and continues to planning, implementation, and the preservation of activities by contributing labour, thoughts, or materials (Kementerian Koordinator Bidang Kesejahteraan Rakyat, 2007). (Bolgherini, 2010, p. 77) states that participation is taking part in one or more phases of the process. While Davis (1967) states that "as mental and emotional participation of persons in person in a group situation that encourages him to contribute to group goals and share responsibility in them."

Verhangen in Mardikantoro (2003, p. 34) states that participation is a special form of interaction and communication relating to the division of authority, responsibility, and benefits. Theodorson in Mardikantoro (2003) argues that in everyday terms, participation is the involvement of a person (individual or community member) in a particular activity. The participation or involvement referred to here is not passive but is actively directed by the person concerned.

Therefore, participation would be more accurately interpreted as a person in a social group who takes part in the activities of their community outside their work or profession. Factors that influence the growth and development of participation can be approached from variety of scientific discipline approaches. According to the concept of the educational process, participation is a form of response or responses to the stimuli provided; in this case, the response is a function of the benefits (rewards) that can be expected (Kunaryo, 2004, p. 44).

In order to achieve the goals of the development, the local government should collaborate with the community in establishing the development plan, and implementation and evaluation of programmes because they are the users and know the problems intimately and the needs to develop their region. They could also assess and monitor the development progress in their area.

The description of the importance of community participation in establishing the development plan is in line with Conyers and Hills (1984); when they suggest that community participation in planning has essential characteristics. First, community participation is a tool to obtain information about the conditions, needs and attitudes of the local community. Second, the community will trust the development activity programmes if they are involved in the preparation because they will be more aware of the ins and outs and will have a sense of ownership of the programme. Third, encourage public participation because there would be an assumption that it is a democratic right for the community to be involved in the development.

The top-down and participatory approach in Indonesian Law Number 25 of 2004 was realised in the form of a series of development planning deliberations (known as musrenbang¹) conducted at all levels from the suburb, to the sub-district and district levels (BAPPENAS, 2005). These series of forums become part of developing a plan and budgeting system for implementing the development activities each year. Through the musrenbang, communities have the opportunity to express their aspirations and participate in producing development plan documents that follow the needs of the community. However, to what extent is the implementation of community participation realised in

¹ The development planning deliberation or musrenbang, is a forum between actors in the framework of drafting the national and regional development plans. Musrenbang is regulated in Law no. 25 of 2004 concerning the National Development Planning System and regulated by BAPPENAS at the national level and BAPPEDA at the local level.

the development planning process at the local level? At what stage(s) does this take place? To answer these questions, this research will focus on a number of concerns, as explained in the next sub-section.

1.3 Research Goals and Objectives

The main goal of this research is to identify the role of the community in development planning. In choosing Bima City, Indonesia, as a case study, this research also identifies strategies developed by the city government in optimising community participation in the development planning processes. In order to achieve this goal, some objectives are set out in the arrangement of the research questions:

1. If economic development becomes the dominant focus of several countries in the world, including Indonesia, is there evidence that Bima, as the study area, has departed from the 'orthodox' economic development model?
2. If so, what is the revised approach and what factors facilitated or challenged it at both the central and city government levels (e.g. leadership, catalytic events such as floods, and election time)?
3. At what level does community participation in the development planning process take place in the study area?

This research has seven chapters. It commences with a general description of development, planning, and community participation in the introduction chapter, together with an explanation of the objectives and research questions. This is followed by a review of the literature in the second chapter (literature review), which is relevant to the research questions and also the research method used. Then, to provide an understanding of the background to the research, the third chapter (background) is presented. This research uses a case study in Bima City, Indonesia. In this chapter, a brief description of Indonesia and the City of Bima is given, including information about the region, population and existing development planning. The research methodology is then explained in the fourth chapter. This is followed by the fifth chapter (results) that presents the findings from the semi-structured interviews conducted with several officials from Bima and the central government. The next chapter is the discussion (chapter 6), which links and discusses the results of the interviews and the literature review. The study then ends with a conclusion (chapter 7), which provides answers to research questions based on the interviews, the literature review and the discussion. Several recommendations related to future research are also given to follow up questions that have not been able to be answered in this study.

Chapter 2

Literature Review

This chapter presents the literature to inform my research questions and provide a theoretical background. It starts with the history of development planning (including definitions and explanations), the evolution of development planning, applications in different countries, and the debates around sustainable development planning.

2.1 Development

Development is basically an attempt to improve conditions for a society to progress (Chambers, 2004, p. 2). The term development is often associated with progress but both terms are fiercely debated. For example, there are many different ways of measuring 'progress' and 'development'.

Easterly (2007) defines development in terms of values or as a transcendental, meta-disciplinary phenomenon or, even, an ideology (the ideology of developmentalism). In this reading of development, policy makers, development planners and other experts are always faced with values (value choices), starting with the choice of epistemological-ontology as a philosophical framework, to the derivation at the level of strategy, programme or project (Reinert, 2010).

So far, a series of thoughts about development have evolved, starting from the perspective of classical sociology, Marxist views, modernisation, structuralism, along with modernisation, enrich the preliminary reviews of social development towards sustainable development. However, there are several themes that underpin these interpretations and approaches. In this case, development can be interpreted as a coordinated effort to create legitimate alternatives for every citizen to fulfill and achieve their human aspirations (Nugroho & Dahuri, 2012). In general, Barker (2019) gives meaning to development as a planning process (social plan) carried out by development planning bureaucrats to make changes as a process to improve welfare for the community. Conceptualisation of development is a process of continuous improvement in a society towards a better or more prosperous life. This means that there are several ways to determine the level of welfare in a country (Desai, 2015). Benchmarks for development are not just per capita income but also improved income distribution, reduced poverty, and reduced unemployment (UNDP, 2018).

2.1.1 Evolution of Development

Thinking related to development continues to develop. Each stage of it refers to the context of a particular era and involves different characteristics (Stewart, Ranis, & Samman, 2018). It is certain

that each period in the evolution of development thinking illustrates fundamental differences between one generation and another. To facilitate a discussion about the evolution of this development, the two different generations will be explained by referring to the relevant literature.

The First Generation

After World War II, Western economists introduced the concept of development to the former colonies throughout the 1940s and 1950s (Reinert, 2010). Theories of development at this time tended to focus on four central issues, namely: (i) growth; (ii) capital accumulation; (iii) structural transformation; and (iv) the role of government (Schumpeter & Backhaus, 2003). According to Schumpeter and Backhaus (2003), development is often measured in terms of economic growth marked by an increase in per capita income, as reflected in the Gross Domestic Product (GDP). However, this does downplay some important concepts. Behrman (2001) argued that economic growth requires capital accumulation, which can only be achieved through investment. One strategy to spur capital accumulation and encourage investment is industrialisation. Development thinkers from neoclassical and structuralist schools of economics have a similar understanding. As suggested by Engel (2010) capital accumulation, investment, and well-designed industrialisation are very crucial components in accelerating development. These are the main driving forces for the process of structural transformation. This process presupposes a leap from agriculture-based development to industrial-based development. Industrialisation will absorb labour in large numbers, which is one of the vital elements in the production process. If the production process goes well, national incomes will increase (Marden, 2014).

In the context of development management and administration, these first generation thinkers recognised the role of government as inevitable and, even, imperative (Fourie, 2005, p. 4). Development cannot be carried out properly without government involvement within reason. The role of government can be at the level of policy formulation, programme planning, socio-economic engineering, management and administration as well as regulation and control. These roles are very effective instruments in the implementation of development. In fact, Scott (2009) believes that government institutions are needed to control the market, especially to avoid market mechanisms being controlled only by large capital owners. This is needed to provide protection for small capital owners so that they do not get embroiled in free market competition. For this reason, the government must act as an institution that stimulates capital accumulation, allocates resources, provides and manages labour, and controls economic transactions.

However, Huwart and Verdier (2013, pp. 14-15) note that the issue of market control and control over economic transactions is controversial and this invites serious and lengthy debates among economists. For those who oppose it, they argue that it is counterproductive and will create

inefficiencies. They say what is needed is deregulation and bureaucratisation to encourage efficient economic development and build a healthy market climate. This crucial issue, which has become a bone of contention, has become mainstream in the school of neoliberal thought, which emphasises three policy prescriptions, namely: (i) deregulation; (ii) privatisation; and (iii) liberalisation. One of the main proponents of this school, Friederich Hayek (1899-1999), who won the Nobel Prize in Economics in 1974, held that the market mechanism was a very effective instrument in driving competition, as well as being a coercive force for those who try to offer products and goods at competitive prices. In other words, markets are a natural mechanism for creating efficiency. The neoliberal view is represented by Stromquist (2002, p. 26) as follows: "The essential tenet of neoliberalism is the extraordinary importance attributed to market mechanisms; prices in a market economy provide the best possible information regarding the relative efficiency of many possible combinations of physical and human resources affecting the link between supply and demand."

The Second Generation

It must be recognised that development as conceived by the first generation economists has created important changes in the life of a nation (OECD, 2001, pp. 9-14). Development has led developing countries to enter the stage of modernization as a jumping off point towards an advanced and prosperous life. However, Bellu (2011) argues that the development paradigm formulated by the first generation has drawn sharp criticism because it created significant disparities between social groups and the most basic shackles of human freedom. This criticism was greatly appreciated by second generation development thinkers (1975-present), who then focused more on four fundamental issues: (i) income distribution; (ii) injustice; (iii) poverty; and (iv) freedom and democracy (Green, 2012).

Second generation critics began to emerge in the late 1960s when Seers (1969) tried to sue the so-called 'growth fetishism of development theory.' For Seers, the most essential meaning of development was not merely an increase in per capita income but an even distribution of income, a reduction in unemployment, poverty alleviation, and the elimination of injustice. These four issues are far more fundamental and must be resolved in the development process because they are all critical problems that concern human dignity. In other words, an increase in income (or GDP) that is only enjoyed by a certain group of people does not mean anything in other communities where there is poverty and injustice present. In the experience of many developing countries, sharp economic inequality has actually become a trigger for the emergence of social chaos due to protest movements, ethnic strife, and class conflicts that are difficult to control (Dalberis, 2015). Mexico and Brazil in Latin America, Rwanda and Burundi in Africa, as well as India, Sri Lanka and, of course, Indonesia in Asia are some of the empirical examples that provide valuable lessons.

Second generation development thinkers move forward even more by bringing up the issues of freedom and democracy. This last issue has begun to be voiced by sociologists, politicians, and economists who pay great attention to the issues of development and the development of political democracy. They argue, in addition to growth, increase in national income, and capital accumulation, development must be able to allow a nation to achieve a free and democratic political life, which is reflected in the recognition of what is called civil rights and political liberty. All these are needed to ensure social security and maintain political stability. Amartya Sen, winner of the 1998 Nobel Prize in Economics, summarises the views of second generation development thinkers in a solid formula: "Development requires the removal of major sources of unfreedom: poverty as well as tyranny, poor economic opportunities as well as systematic social deprivation, neglect of public facilities as well as intolerance or overactivity of repressive states" (West, 2014).

Sustainable Development

While issues associated with sustainable development were suggested as social objectives at the first United Nation's Conference on the Environment in Stocklom in 1972, it was not until the United Nations Conference on Environment and Development in Rio de Janiero in 1992 that the term become widely recognised. The conference's background was triggered by global concerns about protracted poverty and increasing social injustice, coupled with food needs, global environmental problems and an awareness that the availability of natural resources to support economic development was very limited.

Concern about the scarcity of natural resources is very reasonable and we can look back to various social writings from the past. Robinson (2004) illustrates a fear of human population growth; namely, the rapid industrial development in the 19th century accompanied by pollution and growth centres of people who live and work in poor conditions in large cities. This was an era of social change that was full of problems, social unrest and anarchism, including the growth of movements related to environmental and community health in urban populations. Ideas about proto-environmentalists then emerged in several radical lines of 19th century thought. Meanwhile, a number of steps had also been carried out with scientific and systematic understanding of the interrelationships between natural species, populations and environments, such as in Darwin's Theory of Evolution and the origin of ecology (Loreau, 2010).

However, it was only in the 1960s that the resistance movement against industrial environmental pollution became more concerned with the interrelationships between human activities and the natural environment. Using a 'system' approach and computer model, in 1972, the 'Limits to Growth' was born. This was one of the projects of the Club of Rome, an individual organization that has the same concern for the future of humanity, and is funded by the Volkswagen Foundation. The book

'Limits to Growth' examines an interactions between population, industrial growth, food production and ecosystem limitations on Planet Earth (Meadows, Meadows, Randers, & Behrens III, 1972). The wave of literature on sustainable development was further expanded in the 1980s, when the International Union for the Conservation of Nature's Influential World Conservation Strategy (1980) or the International Union for Conservation of Nature proposed the concept of sustainable development, or development that considered the maintenance of ecosystem functions and biodiversity.

However, even though there has been much literature about sustainable development, the concept has not been accepted internationally. A popular definition is that used in the Brundtland Commission Report (1987, p. 23), where it is stated that "Sustainable Development is a development that meets the needs of the present without compromising the ability of future generations to meet their own needs." The survival of present and future generations, until now, still lies at the heart of the debate about sustainable development, which does not merely refer to environmental problems. This means that sustainable development requires a balance between its nature, economic, and social aspects. The main problem of developing countries is poverty. Community trust, and participation of central and local governments, are also basic principles in this development concept.

Robinson (2004) argues that the differences in the application of the concept of sustainability, then, lies in the extent to which a country or region brings this contradiction to the surface and provides space to discuss it. This can, ultimately, encourage the development of new modes of public consultation and participation. Furthermore, new developments in information and communication technology offer the potential to involve various communities in exploring alternatives with new and interesting methods. Another interesting debate is about the birth of "green growth" thinking as part of sustainable development. Most scholars argue that "green growth is simply designed to perpetuate current unsustainable practices and divert attention away from the need for more fundamental change" while others think otherwise (Roberts, 2019).

There are seven barriers to green growth according to Parrique, Barth, Briens, and Spangenberg (2019): "Rising energy expenditures, rebound effects, problem shifting, the underestimated impact of services, limited potential of recycling, insufficient and inappropriate technological change, and cost-shifting." Each barrier, by itself, or combined with others, seems to ignore the possibility of green growth itself. This does not mean that increased efficiency is not needed. However, in terms of the theoretical and empirical frameworks, it is unrealistic to be applied and juxtaposed with the concept of green growth, which also carries the concept of being environmentally friendly. Similarly, Parrique et al. (2019) suggest that green growth adopts the concept of decoupling. Although the benefits of decoupling have been felt and applied, green growth cannot reduce the use of resources

to deal with damage to the global environment and to maintain global warming. In contrast, (Cappo, 2002) argues that green growth is a coordinated movement consisting of economic growth, environmental sustainability, poverty reduction, and social engagement, that is driven by the development and sustainable use of global resources.

Agenda 2030 for Sustainable Development

As a benchmark for global development in the coming years, the 2030 Sustainable Development Agenda was adopted at the 2015 United Nations Plenary Meeting. At the core of 2030 Agenda are 17 ambitious targets called the Sustainable Development Goals (SDGs). By realizing the 2030 Agenda worldwide, it can lay the foundation for developing global economic progress that is in harmony with social justice, as well as in accordance with the boundaries for the preservation of nature on earth (United Nations, 2015). Efforts to achieve the Millennium Development Goals (MDGs) of the United Nations, which ran from 2000 to 2015, have succeeded in halving global poverty and, among others, improving access to clean water and to education (United Nations, 2015). In the period 2012-2016 the number of the poorest people in the world declined from 12.8 per cent to 9.6 per cent of the world's population (United Nations, 2018).

From observing this success, it is still possible to reach the main target; namely, the eradication of extreme poverty by 2030. However, there are still pressing problems, such as excessive use of natural resources, climate change, and ongoing environmental pollution, the level of unemployment, and social differences. The 2030 Agenda is expected to encourage a reverse movement towards conservation throughout the world - both in the economic, environmental and social spheres, and by looking at the relationships that already exist.

The 2030 Agenda was designed as an "agreement concerning the future of the world", which binds all countries and becomes a guide for various political fields that go beyond development cooperation. Besides efforts to tackle hunger and poverty, there are also efforts to protect our earth as the basis of life for future generations, as well as economic systems and lifestyle endeavours, to be more equitable, more sustainable and more effective. Discrimination will also be opposed by supporting effective and democratic integrated institutions, responsible governance, and the rule of law (UNDP, 2015). In order to be preserved, UNDP (2015) suggest that the 2030 Agenda requires a "multiple implementer" approach in its realisation. In addition to implementing it in the government environment, participation from community groups and from economic and scientific circles is urgently needed.

Application of Development in Different Countries

The financial crisis that occurred in 1998-1999 resulted in the emergence of economic problems in several countries in Asia. In Indonesia; for example, this crisis triggered the collapse of the national

economy so that the focus of development then changed to be on economic transformation or, in other words, more emphasis was put on economic development. This was still included in national development planning up until 2020. Community development seemed to be less of a priority in development planning even though BAPPENAS (2005) stated that the participatory approach was part of the development planning process in Indonesia.

Meanwhile, a centralised approach that focuses more on economic development is considered no longer relevant by several developed countries. Coupled with the fact that the economic growth tends to be slow, developed countries, such as Australia and New Zealand, try to shift from the centralised paradigm to being decentralised and enabling the market to do more (in the late 1980s-1990s) (MBIE, 2016). Recently, to support the implementation of sustainable development, the world leaders formally endorsed the Sustainable Development Goals (SDGs) Agenda as a global development agreement. It contains 17 goals and 169 targets and is a global action plan for the next 15 years (effective from 2016 to 2030) (United Nations, 2015). It aims to end poverty, reduce inequality and protect the environment. SDGs apply to all countries (universal), so that all countries without exception have a moral obligation to achieve the SDGs' goals and targets.

In the context of sustainable development practices at the central and local levels, Widyasanti in Nurmayanti (2019) suggests that the success of sustainable development requires the collaboration of all stakeholders: central and local governments, business actors, academics and practitioners, as well as community organizations and the media. "The strategic role of local governments in achieving Sustainable Development Goals (SDGs) is very important to ensure the implementation of public services and SDGs indicators run well at the local level," (Widyasanti in Nurmayanti, 2019). The central government is the policy maker that oversees the implementation of sustainable development, while the local government acts as the implementer with the community as the beneficiaries. However, that does not mean that local governments cannot develop policies that have been determined by the central government (Kusakabe, 2013). Local governments can adjust the indicators for the implementation of sustainable development to their individual needs and characteristics.

This raises a number of questions about why development practices look different in different places. According to Sutisna (2017), there are five main factors that differentiate the development approaches used by countries, such as, the economy, education, technology, political stability, and level of participation. This is why, for developing countries like Indonesia with high levels of poverty and unemployment, economic development is a priority. Whereas for developed countries like Australia and New Zealand with low poverty and unemployment but high levels of welfare,

community development can be a priority. Another factor that plays a role in shaping practices is the planning and regulatory framework within which local government operates.

2.2 Planning

Rahman (2015, pp. 330-331) defined planning as a coordinated activity to achieve certain goals within a certain period of time. That way, in planning there will be testing activities for several directions of achievement, assessing uncertainty, measuring capacity, determining the direction of achievement, and determining steps to achieve them (National Council of Educational Research and Training of India, 2015). Planning is also considered as one of the most important functions of management in which there are activities defining organisational goals, making strategies, and developing organisational work plans. That is why planning becomes the initial stage in an organisation's activities related to achieving its goals. However, there are those who argue that planning sometimes hinders spontaneity and consumes time and budgets. For example, in the business context, Mankins and Steele (2006) argue that strategic planning in a business often fails because of two factors: planning is undertaken only for annual processes and, most often, focuses on individual business units. So the ongoing process looks contrary to the way a chief executive officer (CEO) makes strategic decisions which are, culturally, not limited by a calendar or determined by unit boundaries.

Then, what is the relationship between the concept of sustainable development and planning and what is the importance of participation in planning? These two matters will be discussed further in the following sub-sections.

2.2.1 Sustainable Development and Planning

Development tends to focus on economic growth and it seems to position economic growth above humans and ecology. Development activities are only carried out to increase economic benefit, regardless of environmental issues and the interests of the general public. This development paradigm is also referred to as conventional development (Allen & Thomas, 2000). This issue, then, led to the birth of the concept of sustainable development that was then initiated by the United Nations (1987). Sustainable development has three main pillars that are key in their implementation: economic, social and environmental (UN General Assembly, 2005).

To apply the concept of sustainable development requires fundamental changes from the conventional development paradigm. Kates, Parris, and Leiserowitz (2015) suggest that *first*, sustainable development changes from a short-term perspective into a long-term perspective. Conventional development usually pursues short-term profits made through intensive exploitation of natural resources. It is not the exploitation that provides economic benefits but the enrichment of

natural resources that will provide economic, social and environmental benefits, while simultaneously eliminating the degradation and depletion of natural resources. *Second*, sustainable development might weaken the dominant position of the economic aspect and place it at the same level as social and environmental development. Population growth, increased income, and new technology require more resources to be exploited, so the consumption of natural resources increases and pollution increases and this results in negative impacts on development. *Third*, the government must be able to correct market failures through appropriate policies. This requires full commitment from the government to serve the interests of society and the environment. Sustainable development requires a system of checks and balances that are supported by an equal three-sided partnership between the government, corporations and civil society which, together, can make corrections to the market and improve the conditions from government failure.

Meanwhile, planning has both procedural and substantive aspects. The procedural aspect relates to how the development process is carried out, while the substantive aspect relates to the object or approach of the development (Alexander, 2002). Moreover, Breuer, Janetschek, and Malerba (2019) argue that sustainable development, as a long-term vision, needs to be translated into operational planning steps. One way is to map the conflicts during the formulation of development policies and practices. Thus, the concept of sustainability can be operationalised in medium and short-term development planning (Sroufe, 2016).

2.2.2 Participation and Planning

Pettersson, Stjernstrom, and Keskitalo (2017) argue that participation in planning is a form of active involvement in the planning process. The intended involvement is voluntary and not obligatory but involves cooperation between all elements (community, government, and stakeholders) in developing programmes.

In the participatory approach, Pettersson et al. (2017) suggest that community participation is not only limited to physical participation but also allows participants to assess the problems and potential resources that exist in their environment, then determine the activities needed. This participation is involvement that leads to the development of the participants' ability to become more empowered in facing challenges without having to depend on others. That is why the participatory approach is also called the empowerment approach (Nikkhah and Redzuan, 2009).

Arguably, the ideal stage of participation is the stage where, in addition to being able to determine its own forms of activities that are appropriate and best for their welfare, the community is also able to exercise control over their implementation (Burns, 2004). According to Hazeltine (2003), the goal of a participatory approach is social change, where the community is able to determine what is best

for itself. The community provides all the abilities, both physical, thinking and possessions, to strengthen and develop its capacity (capacity building). Thus, participatory approaches can be seen as an integral part of more recent approaches to ‘development’. The Food and Agriculture Organisation (FAO; Mikkelsen (2011)) suggests that participation is the engagement of the community in self-determined changes. This may occur in the context of communities building themselves, their lives and their environment by strengthening the dialogue between the community and the officials who carry out the preparation, implementation and monitoring of projects. Officials benefit from their participation by obtaining information about the local context and the social impacts caused by the existence of the project. The FAO’s point of view, above, shows that people must be able to help themselves in development. This can be achieved if there is an opportunity for them to communicate with the other related parties. The development of planning programmes should, therefore, pay attention to the local situation and the needs of the community as the target group. The more stable the level of communication carried out, the higher the perception of equality between the stakeholders of the development (Walsh, Plank, & Behrens, 2017).

Level of Participation

The International Association of Public Participation (IAP2) classifies community participation from different perspectives. These participation classes are known as the Spectrum of Public Participation. This Spectrum was developed to explain the different forms of community participation in planning and decision-making. The difference refers to the goals and promises given to the public for each class of participation. What needs to be observed is that this participation spectrum involves levels rather than stages (IAP2, 2017).

Table 2.1 IAP2 public participation spectrum (adapted from IAP2, 2017)

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public
PROMISE TO PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the	We will implement what you decide

			influenced the decision.	maximum extent possible.	
EXAMPLE TOOLS	<ul style="list-style-type: none"> • Fact sheets • Websites • Open houses 	<ul style="list-style-type: none"> • Public comment • Focus groups • Surveys • Public meetings 	<ul style="list-style-type: none"> • Workshops • Deliberate polling 	<ul style="list-style-type: none"> • Citizen Advisory Committees • Consensus building • Participatory Decision-making 	<ul style="list-style-type: none"> • Citizen juries • Ballots • Delegated • Decisions

According to Table 2.1, above, it can be seen that each level of public participation has both advantages and disadvantages. At the inform and consult level, it can be said that the community is only passively involved, and accepts something from a party that is more powerful (government and/or stakeholders). The government and/or stakeholders actively come to, or invite, the community to provide information and/or consult with about the proposed programme. While, at the involve level, it can be seen that the community has begun to be actively involved in building several alternative programmes together with the government and/or stakeholders. In this study, the focus of the discussion will be emphasised more at the next two levels: collaborate and empowerment, because these two levels are considered the most powerful and challenging levels that influence the decision-making patterns and the results felt by the community itself (IAP2, 2017).

Collaborating means to partner with the public in each aspect of a decision, including the development of alternatives, so the identification of the preferred solution is the goal of the collaborate level of community participation. The collaborate level is about partnership and sharing power. This sets high expectations as it promises to incorporate advice and recommendations “to the maximum extent possible.” This implies an interactive process with an emphasis on two-way processes. Besides, the most important outcome that can be seen from illustrating this level is that it not only involves communication but also involves two-way cooperation between the organisation and the public. However, between the stakeholders, there is also an attachment or mutually reinforcing collaboration. So, it is possible that the organisation or department opens opportunities for the stakeholders to build a network. This network may be in the form of collaboration between the organisation and the stakeholders, which is under the auspices of the organisation or an independent network formed from a collaboration between stakeholders themselves. Both forms of networking could remain mutually beneficial between organisations and the public.

The empowering level places the final decision-making in the hands of the public. The main approach in the concept of empowerment is that the community is not merely an object but the subject of an activity. The concept of community empowerment includes the notion of community development and community-based development (Rubin, 2000). Empowering is an effort to encourage the public to be independent and have the ability to make their own decisions, their own initiatives, and improve their own lives. Involvement, can be in the form of activities in the form of contributions of

thoughts, opinions and actions. It can also be in the form of financial contributions and material for improving the environment. It can be concluded that, in essence, empowerment can be observed from public participation in five stages of activities: activities in taking initiatives, planning, implementing, monitoring and evaluating, as well as managing and maintaining.

Participation in Post-Disaster Context

Community participation, especially by disaster victims in the reconstruction process, is considered the most crucial because the community is considered to be the actor who knows and understands the population conditions at the disaster site. In addition, community participation also functions to facilitate discussions between the public and external parties so that common perceptions and goals can be achieved (Olshansky, Johnson, & Topping, 2006; Phillips, 2009). Therefore, community participation can be a vehicle for realising cooperation between the community and the government. The existence of community participation in the reconstruction process is a way to receive all information related to the reconstruction and to engage in joint decision-making because it encourages the creation of discussion forums for exchanging ideas to formulate solutions to problems that arise during the reconstruction process. As a result, Vallance (2015) argues that the focus of disaster thinkers regarding recovery has recently begun to shift from providing assistance or services to the analysis of community participation in decision making including the exercise of the right to find alternative solutions to problem solving and its implications for recovery.

Cooperation between the government and the local community in the process of housing reconstruction after an earthquake, can facilitate the government's performance in assessing and recording the damage and losses experienced by the community. If the reconstruction is carried out on the basis of the involvement of local communities, then the positive impact that is felt is one that involves the smooth allocation of government aid funds to disaster victims' communities. The existence of community participation can improve relations between the government and the community due to the emergence of cooperation in terms of socio-economic recovery, distribution of aid, etc. from resources owned by the government (Ozden, 2006).

The effectiveness and participation can be increased by motivation and carried out continuously (Paton, McClure, & Buergelt, 2006). This participation process is expected to reach a consensus that results in a mutual agreement (Phillips, 2009). The role of the community in implementing government programmes can foster a sense of responsibility in the community (Paton et al., 2006) and educate the local community to deal with a problem, especially in terms of a disaster. However, until now, community participation is still limited to the implementation of technical programmes and has not been involved in the work evaluation process in the planning of future disaster mitigation programmes. In the future, it is hoped that the community will be able to become

involved, not only in the reconstruction process but also from disaster planning to evaluate the progress of disaster management action plans. Currently, a disaster management plan is considered an important part of development plans because each country has a potential for disaster even though the potential may be minor. Disaster risk analysis is suggested to be the basis for spatial plans and allocation of development planning programme (BAPPENAS, 2004). That is why this section is relevant and interesting to discuss, not only because of its importance but also about how participation gets space in the process.

Participatory in Development Planning in Indonesia

Development planning at both central and local government levels has generally been top-down. The real result of the implementation of a top-down planning model that is carried out continuously is that development in an area does not match what is needed (Sugihartono, 2003). As a result, Sugihartono (2003) argues that people in the area who are supposed to be able to enjoy the results of development from the implementation of the plans determined by the central government will achieve results, even if the results are often not as expected or needed by the local community. In relating to community participation, which is evident from the development model so far, is the mobilisation of the community to carry out development.

Indonesia comprises a number of islands with distinctive languages and cultures, only recently united as 'Indonesia'. Thus, while central government has attempted to undertake top down, state-led models of development, there are many and varied traditions for local decision-making. For example, in Bali, Banjar is a decision-making unit at the neighbourhood level. In other parts of Indonesia, like West Sumatra, Nagari is a decision-making unit at the same level as Banjar. Their differences are only in the terms and culture that is applied. However, in the case study area (Bima), Mbolo Weki² is a smaller decision-making unit than Banjar and Nagari but has an important role to the community in the development planning process. The importance of this process will be discussed further in the results chapter. Meanwhile, based on development planning procedures that apply nationally, community participation is given space through the development of planning deliberations, also known as musrenbang³ (BAPPENAS, 2004). The next sub-section provides further explanation about the definition and importance of musrenbang in establishing development plans in Indonesia.

² Mbolo Weki is a consensus meeting that is usually held to prepare for an event as well as a party?? from a family to the Bima Tribe. Among them are marriage, circumcision, and/or prayer after the death of a family member. Mbolo Weki is usually attended by representatives from all extended families, relatives, neighbours, and the local community. The things discussed in Mbolo Weki are usually like determining the excellent day, division of tasks (event committee), recording all the needs and needs of the event and agreeing on what will be done during the event.

³ Development Planning Deliberation, abbreviated to musrenbang, is an inter-actor forum in the framework of preparing for national and regional development plans.

Role and Position of the Musrenbang

Musrenbang is a public event that is important in allowing stakeholders to understand regional development issues and problems, reach agreement on development priorities, and gain a consensus to solve various regional development problems (BAPPENAS, 2004). Community participation in the implementation of the development planning process through the musrenbang mechanism has a legal basis for its implementation (K. BAPPENAS, 2005).

The National Agency for Development Planning in Indonesia (BAPPENAS⁴) further explained that Musrenbang was the official means for the community to convey their needs to a programme which would later be included in the development plan (K. BAPPENAS, 2005). Musrenbang is then divided into several levels starting from Musrenbang at the village, sub-district, district/city level, to the national level. The community expresses its aspirations through representatives who sit in Musrenbang with other stakeholders.

Objectives of musrenbang

The head of BAPPENAS in BAPPENAS (2005) claims that, in general, the objectives of organising Musrenbang are to encourage the involvement of stakeholders in the planning and decision-making processes. This means that community needs are accommodated in a clear and non-overlapping programme. Musrenbang is held to identify and discuss development issues and problems and to achieve local development priority agreements that will be implemented in the year of the plan so it can be harmonised with the national development programme. Moreover, Musrenbang could optimise the use of available funds for development needs, facilitate the exchange of information, and develop consensus and agreement on handling local development problems. In relation to political aspects, musrenbang might promote political and social support and commitment to address local development priorities and issues (BAPPENAS, 2005). Contextual factors that promote its success are, however, not yet clear. These will form the focus of my research.

2.3 Summary

This literature review has demonstrated the evolution in development theory and practice from the early approaches emphasising economic growth to more recent work highlighting the distribution of wealth and human development. What is clear is that there are variations both between, and within, countries as to how development and planning at the local level inform each other. The case study area for my research – Bima City – has departed from orthodox top-down, economy-focussed

⁴ BAPPENAS, the Ministry of National Development Planning, Republic of Indonesia, is an Indonesian central government institution, which is responsible for formulating national development planning and budgeting (annual, five-yearly, and long term). BAPPENAS has also a responsibility to coordinate international development (bilateral, unilateral and multilateral) cooperation.

approaches common in Indonesia to practise, instead, a community-based approach. My research will explore this revised approach and investigate what factors facilitated or challenged it at both central government and city government levels.

Chapter 3

Background Study

The growth of development in the world has an important influence on the evolution of development planning, especially in developing countries like Indonesia. Various economic issues often form the basis of determining policies in the development planning process. This process is interesting to learn about because Indonesia is a developing country that has adapted various development approaches toward economic and political stability in the aftermath of the world-wide economic crisis. Bima, as one of the cities in Indonesia that implemented central government policies for the process, implementation, monitoring and evaluation of development planning, is unique. This chapter will discuss the general conditions of Indonesia and Bima regarding the geographical location, population, and the existing development planning regulations and procedures.

3.1 Geographical Location and Population of Indonesia

Indonesia is a country with 17,000 islands, which is a distance of 7,548 km from New Zealand (Statistics of Indonesia, 2018). This republic, which received independence 74 years ago, has 34 provinces and more than 500 districts/cities under the leadership of a president. Figure 2.1, below, shows the location of Indonesia on a map.



Figure 3.1 Map of Indonesia (adapted from Nations Online)

According to Statistics Indonesia (2018), geographically, Indonesia's location is very strategic because it is flanked by two continents and two oceans. The continents which flank Indonesia are the continents of Asia and Australia, while the oceans flanking Indonesian territory are the Indian and Pacific Oceans. Indonesia's geographical position is also influenced many things that form its unique and diverse geographical conditions. Furthermore, these influence the conditions of the Indonesian population, such as employment, settlement patterns, as well as the economic and trade sectors.

Indonesia has an extensive territory with a total area of 5.19 million square kilometres and the total population reached 267 million in 2019 (BAPPENAS, 2019). In addition, the territory of Indonesia is crossed by the equator. Indonesia's geographical position is at 6° N - 11° South and 95° - 141° East. Based on these geographical conditions, there are several effects and characteristics produced, including the regions' divisions. Indonesia's geographical situation can be divided into three regions based on high and low areas: namely. coastal areas, lowlands and mountainous or highland areas.

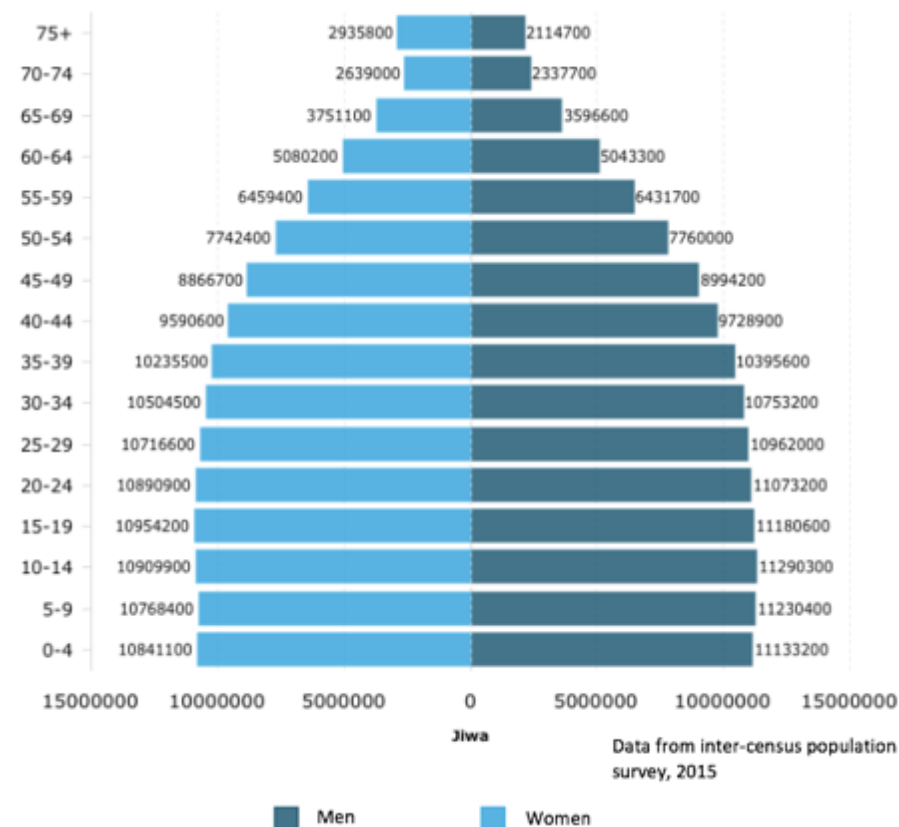


Figure 3.2 Total Population of Indonesia by Age Group and Gender in 2019 (adapted from BAPPENAS, 2019)

According to the 2015 inter-census population survey (Figure 2.2), the population of Indonesia is projected to reach 267 million people in 2019 (BAPPENAS, 2019). This number consists of 134 million men and 132.89 million women. Indonesia is currently enjoying a demographic bonus period where the population of people of productive age is more than those of an unproductive age, who comprise

more than 68% of the total population. Many coastal residents work as fishermen and in the fisheries sector. The pattern of settlement in the coastal area is elongated and follows the coastline. Temperatures on the coast tend to be hot and these affect population patterns. As for most coastal areas, they are tourism sectors or centres for fisheries and culture.

In the lowlands, the situation of the Indonesian population is more diverse. Lowland areas have the most common type of settlements. The lowlands have become the centre of industry, commerce and government. Indonesian people in the lowlands have a variety of jobs. Settlement patterns there tend to be parallel with the road and river flows and sometimes are concentrated in certain economic centres. The situation of the population in the mountains of Indonesia is quite diverse. Most people in the highlands work in the agriculture and plantation sectors. Temperatures in mountainous regions tend to be cool and cold. Mountainous areas also have fertile soil and usually have tourist attractions in them.

3.2 Development Planning Changes over Time

The reforms that began in May 1998 have led to changes in almost all aspects of Indonesian life. The main elements in these reforms are democratisation, decentralisation, and 'clean' governance (BAPPENAS, 2005). These three main elements of reform have led to the creation of a new order of relations between the government, civil society and the business world; between the central and local governments, and the creation of transparency, accountability and community participation in making development policies. In addition, an amendment to the 1945 Constitution mandates that the president and vice-president and regional heads are to be directly elected by the people and there will be no more Guidelines for State Policy as directions for the government in formulating development plans. These reforms have, subsequently, demanded the need for renewal in the national development planning and financial management systems. The government and the House of Representatives have responded to this demand for change by enacting Law No. 25 of 2004, concerning the National Development Planning System, and this has now been further elaborated into Government Regulations No. 39 and No. 40 of 2006. This planning system is expected to coordinate all development efforts carried out by the various development actors to produce optimal synergy in realising the goals and ideals of the Indonesian nation.

3.2.1 Development Planning Schemes Applied in Indonesia

BAPPENAS (2005) stated that the main purpose of the current development plan (reform order) is to revive the national economy that collapsed after the 1997-1998 economic crisis, determine leading sectors in the face of global free trade mechanisms, and undertake infrastructure development. From these three main objectives, it can be seen that community development is not the main focus,

although it is still contained in the Indonesian Law of National Development Planning System. Meanwhile, scholars argue that community economic empowerment is a concept of economic development that encapsulates social values. This concept reflects the new paradigm of development, which is "people-centred, participatory, empowering, and sustainable" (Chambers, 2004). This concept is broader than just meeting basic needs or providing a mechanism to prevent further impoverishment (safety net), a concept that developed from the efforts of experts and practitioners to look for what, among others, Friedman (1992) called alternative development that requires "inclusive democracy, appropriate economic growth, gender equality and intergenerational equity." From these explanations, it can be assumed that to realise the success of economic development that actually prospers the community, it is necessary to harmonise between economic and community development.

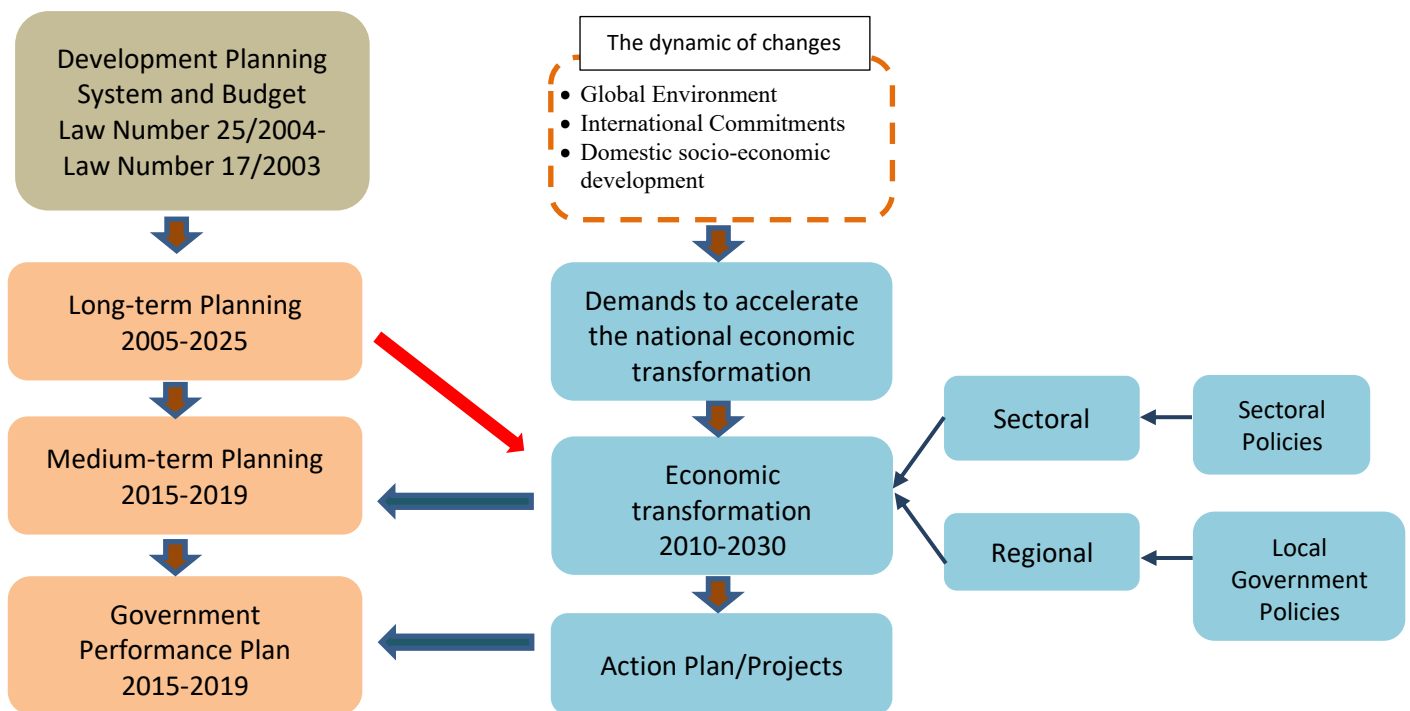


Figure 3.3 National Development Planning Scheme (adapted from BAPPENAS, 2005)

According to the diagram (Figure 2.3), it is known that development planning in Indonesia carries an economic transformation approach. This was motivated by the economic crisis experienced by Indonesia from 1997-1998. Therefore, the acceleration of economic development needs to be planned in the short, medium, and long term. Community development, however, is not clearly seen in the scheme. However, BAPPENAS (2005) states that community development sits directly under economic development. This is because the main goal of economic development is to prosper the community and reduce poverty. It can be assumed then that the community seems to only act as an

object of development rather than an actor. What, then, can be a good result from the development planning process in Bima and how does the city government apply this?

3.3 Bima City as a Case Study

Indonesia is a disaster-prone area. In the National Law Number 24 the year 2007 concerning Disaster Management, Indonesia has experienced 12 types of disasters: namely, earthquakes, volcanoes, floods, landslides, droughts, extreme weather, extreme waves and abrasion, tsunami, forest and land fires, technological failures, and disease epidemics (BNPB, 2007). Bima City has had eight out of the 12 potential disasters mentioned in the Law at moderate to high levels (BNPB, 2018). It has had floods, flash floods, earthquakes, tsunami, extreme weather, landslides, extreme waves and abrasion. Since risk assessment is integrated into the development plan, the development planning approach has shifted from being top-down to being bottom-up. Bima City is one of the 500 or more districts and cities in Indonesia that has applied the participatory planning concept in establishing its development plan (Afriyanie, Mutmainah, Kurniawan, Jati, & Septian, 2017).

3.3.1 Geographical Location and Population of Bima City

According to Statistics of Bima Municipality (2018), geographically, Bima City is located in the eastern part of Sumbawa Island at a position of 118° 41'00 " -118° 48'00" East Longitude and 8° 20'00 " -8° 30'00" South Latitude (Figure 2.2) and with 166,407 people. It experiences an average rainfall of 132.58 mm on a rainy day with an average of 10.08 rain days/month. While the sun shines brightly in all seasons, with an average irradiation intensity of 21°C to 30.8°C, the highest temperature occurs in October when temperatures range from 37.2°C to 38°C. This caused Bima to be determined as the hottest city in Indonesia in 2014 (Statistics of Bima Municipality, 2018).

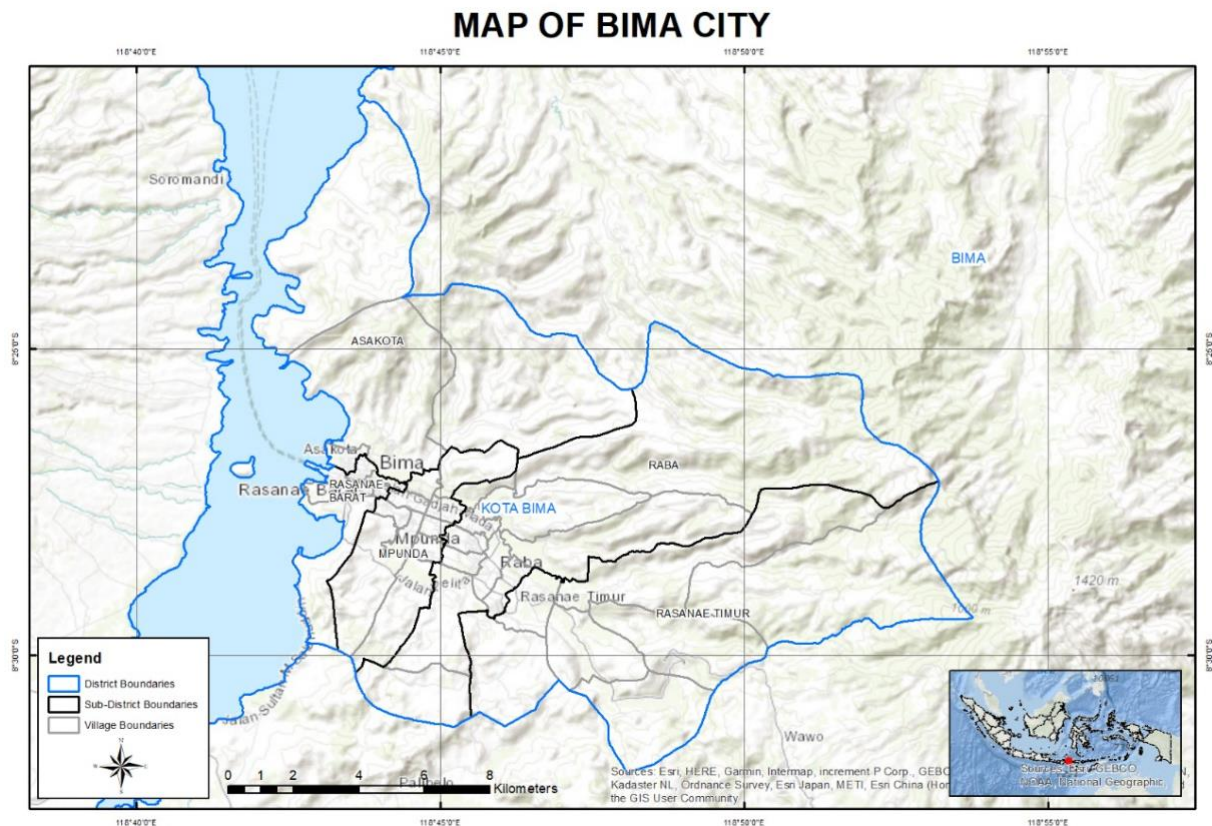


Figure 3.4 Administration Map of Bima City (adapted from Peta Tematik Indonesia, 2010)

The city of Bima has a land area in the form of paddy fields covering an area of 1,923 hectares (94.90% is irrigated rice fields), forests covering an area of 13,154 ha, fields and gardens covering an area of 3,632 ha, fields, a land area of 1,225 ha and a coastal area of 26 km. In general the condition of the land in the city of Bima is dominated by rocky mountains, this causes the average community to farm by planting corn and other hard plants (Statistics of Bima Municipality, 2018).

Bima City has a potential to flood. However, the flash floods that occurred at the end of 2016 and early 2017 became a lesson learned for Bima City and Indonesia. The importance of community participation in disaster prevention and management was realised in the formation of Disater Alert Villages (Social Intitution of West Nusa Tenggara Province, 2017) and they could become forums to generate community participation that in the future would be able to map disaster-prone areas and understand the types of disasters that could occur. The reason for choosing Bima City, Indonesia, is not only because this city is prone to these disasters but also because this city comprises a heterogenic population for professional backgrounds, ethnicity, religion and education levels compared to other cities/districts in Indonesia. These are because the mayor placed the community participation as a high priority in all activities and programmes in Bima City (Samnuzulsari & Eko Yudiatmaja, 2016).

3.3.2 Development Planning Process in Bima City

The development planning process in Bima follows procedures established by the central government through a phased forum called musrenbang⁵. Musrenbang takes place starting at the kelurahan⁶ level and moves through the sub-district, city, province to the national level. In the musrenbang, there is a deliberation process to discuss and decide on programme proposals that will become priority activities for the next fiscal year (K. BAPPENAS, 2005).

Concerning community participation, the musrenbang at kelurahan level has an important role because that is where the community is given space (Afriyane et al., 2017). This is led by a Community Empowerment Institution (known as LPM), while a representative of BAPPEDA⁷ and the head of kelurahan act as resource persons. The participants are RT⁸/RW⁹ chairmen, religious leaders, community leaders, and representatives of residents who are willing to participate. It involves an open discussion forum that does not result in forming a proposal. Priority and readiness criteria are the two leading indicators for screening ideas. According to Afriyane et al. (2017), communities at the consultation forum make decisions directly about what activities are a priority to be brought to the kelurahan level to be synchronised with other RT/RW. This means that priority proposals from each RT/RW are not necessarily accommodated, and so on up to the city level. Activities that are the authority of the central government will be implemented using the National Revenue and Expenditure Budget (known as the APBN). Programmes that are under the authority of the local government but support national priorities can be proposed and obtain a Special Allocation Fund (known as DAK) (K. BAPPENAS, 2005).

Besides, to carry out the chosen procedures, local governments are also given autonomy to set development planning policies that are appropriate to the needs of the community and the region. Likewise with Bima City, regulations relating to development planning can be developed by the city government are expected to be able to overcome local issues.

⁵Development planning deliberation, or musrenbang is a forum between actors in the framework of drafting a national and regional development plans. Musrenbang is regulated in Law no. 25 of 2004 concerning the National Development Planning System and regulated by BAPPENAS at the national level and the BAPPEDA at the local level.

⁶Kelurahan is the division of administrative regions in Indonesia under the subdistrict. The kelurahan is led by a lurah who is a civil servant.

⁷ BAPPEDA is the local agency for development planning

⁸ Rukun Tetangga (RT) is the division of territory in Indonesia under the Rukun Warga. RT is not included in the division of government administration, and its formation is through the deliberation of the local community in the framework of social services set by the village or kelurahan. The Neighbourhood Unit is headed by the chairperson of the RT, who is chosen by his citizens. An RT consists of some houses (family heads).

⁹ Rukun Warga (RW) is the division of territory in Indonesia under a hamlet or area. Rukun Warga is not included in the division of government administration, and its formation is through local community deliberations in the framework of community services set by the village or kelurahan.

3.3.3 Local Autonomy Rights and Development Planning

According to Indonesian Law No. 32 of 2004 for Local Government, the notion of local autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own matters related to government and the interests of their communities in accordance with applicable laws and regulations. The main purpose of granting local authority is to create prosperity for the autonomous local community.

The implementation of local autonomy is carried out based on three principles (Kementerian Dalam Negeri, 2004), namely decentralisation (giving authority to run the government to the autonomous local based on the structure of the Indonesian State and the applicable legal basis), deconcentration (delegation of authority from the central government to the governor serving as the representative of the government and/or local apparatus) and assistance tasks (assigning tasks from the central government to local governments to carry out certain tasks with costs, facilities and infrastructure, as well as human resources) .

The implementation of development, so far, has put more emphasis on sectoral approaches that tend to be centralised so that local governments lack the opportunity to develop their capacities in administering governance, development, and community service optimally (Kunarjo, 2002). In addition, Kuncoro (2004) argues that centralised sectoral development pays little attention to the diversity of local socio-economic conditions, leading to the dependence of local governments on the central government, weak performance of local governments, and ineffective local government services to the community in improving regional progress and community welfare.

The implementation of decentralisation and local autonomy is guided by Law No. 32 of 2004 for Local Government. With the background of the centralised system of government so far, it is understandable that there are psychological obstacles that accompany the implementation of the law. The complexity of implementation guidelines, and the reluctance of several central government agencies to delegate authority, assign duties and services, regulate permits, and manage financial resources to local governments, has limited the role of local governments' decision making. The strong control of the central government over local governments in the past has also caused the loss of motivation, innovation, and creativity of local officials in carrying out the tasks and functions (Kuncoro, 2004). Consistent efforts have been made to change these conditions by increasing regional autonomy, accelerating the delegation of duties and authority to local governments, and decentralising regulations and permits.

In relation to development planning, the implementation of regional autonomy is expected to encourage local governments and communities to play active roles in the development planning

process, develop their rights and obligations by carrying out all the authority they have been given, and make adjustments to the demands and aspirations of the people in each region. From those perspectives, how the autonomy rights give influence to development planning practices in the study area? This question can be addressed by undertaking an in-depth case study of Bima City.

Chapter 4

Methodology

This research uses a case study as a comprehensive research strategy to collect the empirical data and contextualise the results. This will reveal specific, unique and detailed information that might not be revealed in other studies. Case studies are also able to uncover the meaning behind phenomena in their natural conditions. Using case studies not only provides factual reports but also provides nuance, mysticism and thoughts that develop in cases that are subject to study that cannot be captured by very strict quantitative research methods. In contrast, from the perspective of qualitative research, case studies are questioned in terms of validity, reliability and generality (Whittemore, Chase, & Mandle, 2001). However, unique and qualitative case studies cannot be measured by the parameters used in quantitative research, which aim to find generalisations. Given that each local government has its own strenghts in developing a strategy for community participation in the establishment of development plans, this method is considered the most appropriate method to use. The specific tools used for data collection in this research are secondary data and semi-structured interviews.

4.1 Research Design

This study uses a qualitative approach perspective. Gephart (2004) states that qualitative research uses natural settings, with the intention of interpreting phenomena that occur and have been carried out using various methods. Bogdan and Taylor (in Moleong, 2001, p. 6) define a qualitative methodology as a research procedure that produces descriptive data in the form of written or spoken words from people and their observable behaviour. In line with this definition, Kirk and Miller (in Moleong, 2001, p. 4) define qualitative research as a particular tradition in social science that is fundamentally dependent on observations of humans both in area and terminology.

Using descriptive research, this method seeks to describe in detail the local government strategy of engaging the community in development planning in Bima City. By selecting a qualitative descriptive design, the writer will approach the object of research by searching for information according to the perceptions of the informants and according to the interactions that occur in the interview process. The author always interprets the expressed and implicit meanings of the explanations given by the informants, as well as the results of field observations and personal notes.

4.2 Research Focus

According to Jones (1995, p. 42), in determining the focus of qualitative research in the beginning problems that are still general and vague will become clearer and focused after the author is in the field. That focus may still experience changes during the course of the study.

With the formulation of a good research focus, the authors will avoid collecting data that are irrelevant and not contained in a general and broad field. The focus of this study is to explore the local government strategy in developing effective community participation in the establishment of development plans in Bima City, Indonesia. The strategy in question covers all stages both before, during, and after, the establishment of development plans carried out after the disaster (flash flood) that occurred in Bima City in 2016.

4.3 Data Types and Collection

4.3.1 Data Types

The data collected consists of primary and secondary data. Primary data are data that are collected when carrying out research in the field in the form of interview recordings, direct observations through communication that is not directly about the subject matter. While the secondary data are the result of gathering from people or agencies publications, reports, documents, and other books relating to the research.

Primary data came from informants through semi-structured interviews. The informants chosen were 4 (four) representatives of the National Authority for Disaster Management (BNPB), 2 (two) representatives of the National Agency for Development Planning (Bappenas), 2 (two) representatives of the Local Agency for Disaster Management (BPBD) of Bima City, and 2 (two) representatives of the Local Agency for Development Planning (Bappeda) of Bima City. Secondary data are taken from documents or records originating from the relevant agencies, the results of similar studies and the publication of books that support the research. For example, Law No. 25 of 2004 concerning the National Development Planning System, Government Regulations Nos. 39 and 40 of 2006, Law No.24 of 2007 concerning Disaster Management, Law Number 23 of 2014 concerning Local Government, Minister of Home Affairs Regulation Number 86 of 2017, which regulates regional development planning, newspaper articles, media releases, and reading articles and journals collected by other scholars.

4.3.2 Data Collection

Data collection was carried out in this study as follows:

Literature Review

A study into the literature surrounding community participation in development planning was conducted with a focus to:

1. Identify the role of the community in development planning;
2. Identify challenges faced by the local government in optimising community participation in the development planning proces; and
3. Identify the mechanisms, strategies and attitudes implemented by the local government when dealing with those challenges and issues.

Semi-structured interviews

This type of interview is included in the category of in-depth interviews, where, in practice, it is freer than in unstructured interviews. The purpose of this type of interview is to find problems more openly, where the parties invited to interview are asked for their opinions and ideas. Due to the difference in distance and time between Christchurch and Bima, using the telephone is the solution for conducting the interviews. I made appointments in advance with each participant then spoke to them at the time specified for about 30 minutes, and asked them 5-10 questions. The telephone was set to speaker mode to facilitate the recording process. Recording was done in parallel using the recording facility on the laptop computer. For participants who chose video calls in conducting interviews, I used the Skype application.

Informants are people who are used to provide information about the situation and background conditions of the study, they must have a much experience in the background to the research (Moleong, 2001, p. 132). Therefore, an informant must really know the actors who are directly involved with the research problem. Choosing an informant must be seen as not just competing to present it (Milles & Huberman, 2014).

In order to gather information from the objects of the research in accordance with the observed phenomenon, the selection of government officials as informants was conducted purposively. Selection was based on the consideration that informants have an understanding of the phenomenon of the research. Additional information was obtained from other informants using the snowball sampling technique. The informant search will end if no additional information has been obtained or when faced with funding and time constraints (Breg, Guba, and Lincoln in Fitriastuti, 2005, p. 75).

The following are the informants who are the sources of data in this study:

- a. Representatives of the National Agency for Development Planning (Bappenas);
- b. Representatives of the National Authority for Disaster Management (BNPB);

- c. Representatives of the Local Agency for Development Planning (Bappeda) of Bima City; and
- d. Representatives of the Local Agency for Disaster Management (BPBD) of Bima City.

4.4 Data Analysis

The analysis in this study was carried out using a thematic approach. This method is a very effective method if a study intends to explore in detail the qualitative data they have in order to find the interrelationships of patterns in a phenomenon and explain the extent to which a phenomenon occurs through the lens of the researchers (Fereday & Muir-Cochrane, 2006). Holloway and Todres (2003) stated that thematic analysis is the basis or foundation for the interests of analysing qualitative research. Some stages in analysing this data are more or less the same as other qualitative analysis techniques. This is the earliest stage undertaken; namely, understanding the data that has been obtained. In thematic analysis, the researcher needs to take the time to 'get to know' the data obtained before carrying out the next steps.

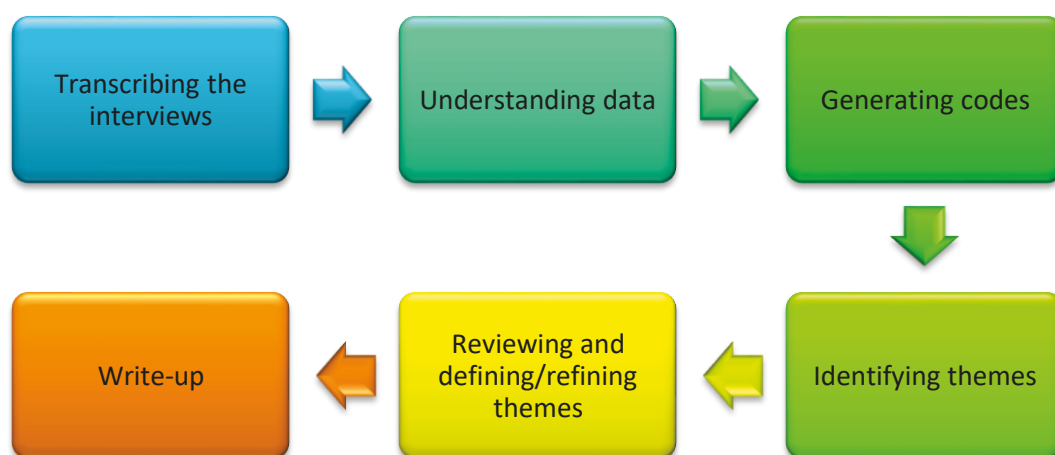


Figure 4.1 Phases in Thematic Analysis (adapted from Braun & Clarke, 2006)

According to Figure 4.1, it can be seen that there are six main steps in analysing data from the interviews using a thematic approach. Transcribing is the first stage to complete after interviewing the participants to gain more understanding of the data. Generating codes based on the research questions becomes the next important step because theme identification would depend on this process. Reviewing, defining, and refining themes must happen before writing up the outputs from the analysis. The next sub-section will explain about these stages in more detail.

4.4.1 Understanding the Data

During this phase, I tried to understand and merge the qualitative data obtained. An effective way to be more integrated with the data is to re-read the interview transcripts and listen to the interview

footage or watch the video footage made during the data collection process. Interview records can be an important source in the data analysis process because researchers can gain information through conversations conducted with the participants.

Transcription

Transcription is undertaken to ensure that any recorded data is recorded correctly. It is also important in this process is to take personal notes while reading the transcripts or while listening to the recorded interviews. This notation is undertake to mark important points that can be found in the transcript or recording. This could include information that might, potentially, attract the attention of researchers when analysing the data in the next stage; for example, data coding.

In addition, the writing of these notes also served to help me understand the data from what appeared on the surface to find the meaning contained in the data. Taking notes here doesn't mean I started coding the data. The notes can be in the form of scribbles or highlights written on the interview transcript. Because the purposes of these notes are not only to highlight some information that has the potential for coding later but also as a reminder for me to observe the data in each line of interview transcripts.

Translation

The interviews were conducted using the Indonesian language because all participants felt more comfortable doing this. Therefore, after the transcribing process was completed, I translated everything into English.

4.4.2 Generating Codes

Codes can also be considered as labels, or features contained within the data that are related to the research questions. In this case, I determined what data in the interview transcript needed to be coded. I tried to interpret what was hidden behind the participants' statements. This stage is said to be finished when all data has been marked with a code and then grouped. This group is then named according to the contents (code) in the group.

4.4.3 Identifying Themes

At this stage, I reviewed all the codes and groups that have been formed. In determining group names, I am guided by the research questions so the group names are always consistent and relevant to the phenomenon being studied. My research questions are:

1. If economic development becomes the dominant focus of several countries in the world, including Indonesia, is there evidence that Bima, as the study area, has departed from the 'orthodox' economic development model?

2. If so, what is the revised approach and what factors facilitated or challenged it at both the central and city governments (e.g. leadership, catalytic events, such as floods, and election time)?
3. At what level does the community participation in development planning processes take place in the study area?

Therefore, the code and name of the group is made according to the research question, above. Re-checking all codes and groups is carried out to ensure all codes and groups answer the research questions. The first step in determining a theme is first to determine a tentative theme. It is called tentative because the themes that will be created will be the initial themes of the results of the analysis and there is a possibility of changes in accordance with the review of the tentative themes. For this study, the themes found are as follows:

1. Development planning practices
2. Governance
3. Leadership

4.5 Ethical Considerations

Interviews of several officials from both the central and the Bima City government were conducted to collect the primary data. As explained in the previous sub-section (4.3.2 Data Collection), the explanations in the interviews are important and confidential. Therefore, approval from the Human Ethics Committee (HEC) of Lincoln University was obtained before conducting the interviews. Ethical principles are very important to consider before conducting research because interviews, as a means of collecting data and research information, will involve humans and/or companies. The data and information will then be disseminated as findings of the research (Anwar, 2015). Participant involvement in interviews is voluntary and without coercion, and the information provided is relevant to the research questions asked. It was certain that there was no manipulation during the process and this was confirmed by the researcher. Data confidentiality and participant security need to be protected at all times.

For this reason, the researcher also sent information sheets by email to all participants. This information was useful to provide an overview of the research conducted and what things can/cannot be done by participants as informants. Participants were also asked for their willingness to read, fill in, and sign the consent form that had been previously examined by the Human Ethics Committee. All questions raised in the interviews also received approval from the committee.

4.6 Limitations

The questions asked in the interview are the details of the five research questions and they are tailored to the institution where the participants worked. The snowball technique is used in selecting participants. The mayor of Bima was initially designated as the first participant. He did not lead Bima when the disaster struck. Nevertheless, he was also living in Bima when the disaster took place. Since 2018, he has issued several policies related to development planning, including disaster management. Unfortunately, the interview schedule took place amid his intense activities as a mayor. It was then determined that the representatives of Local Agency for Development Planning (Bappeda) of Bima City became the first participant because the primary responsibility for preparing the Bima City development plan was under this institution. The next participants were officials of the National Authority for Disaster Management (BNPB), National Agency for Development Planning (Bappenas), and Local Agency for Disaster Management (BPBD) of Bima City who have essential roles that are relevant to the topic. It was planned that the total participants will be 15. However, the interviews ended with 10 participants (table 4.1) because of time constraint issues, and the information required had been obtained. The interview results are beneficial to narrowing the research questions into three essential themes: leadership, development planning practices, and governance.

Table 4.1 List of Participants

Agency	Number of interviewees
National Authority for Disaster Management (BNPB)	4
National Agency for Development Planning (Bappenas)	2
Local Agency for Disaster Management (BPBD) of Bima City	2
Local Agency for Development Planning (Bappeda) of Bima City	2

Chapter 5

Results

This study used a qualitative method based on semi-structured interviews. The questions used are open-questions that make clear the essential points based on the research questions that were set before the interviews were conducted. Participants who contributed to this study were all relevant officials from both central and Bima City governments. The questions posed were intended to answer the research questions that aimed to identify the role of the community in the development planning and strategies implemented by local government to optimise community participation in the development planning processes.

A literature review was carried out to provide an overview and the theoretical framework related to the research objectives. Several questions then arose that underpinned the interviews: (a) if economic development becomes the dominant focus of several countries in the world including Indonesia, is there evidence that Bima, as the study area, has departed from the 'orthodox' economic development model?; (b) if so, what is the revised approach and what factors facilitated or challenged it at both the central and city government levels (e.g. leadership, catalytic events, such as floods, and election time)?; (c) at what level of community participation in the development planning process takes place in the study area? These questions will be answered through the interviews conducted and this chapter will explain the results in detail.

5.1 Development Planning Regulations and Practices in Indonesia

As in other countries, Indonesia has its own perspective on carrying out development planning processes.

5.1.1 Direction of Development Planning

Development planning in Indonesia is comprehensively regulated by Law No. 25 of 2004 concerning the National Development Planning System. This law contains the essence of development planning in Indonesia, and the goals, objectives, and outcomes to be achieved within a specified time period. This law also explains, in general, the procedures for preparing planning documents, implementation, monitoring, and evaluation. The Indonesian government realises that development planning in Indonesia could not yet fully adopt the concept of participatory planning. This is because there are many requests that must be accommodated with the limited budget available each year.

“Central Government has priority programmes and budget constraints. Sometimes recommendations from the community are not in harmony with these two things. So that not all community aspirations can be accommodated in the development programme. Some proposals are, indeed, not the top priority, so they have to be eliminated. Local representatives present at the national musrenbang must also have the ability to explain the programmes they submit. The trend of community representation in the central musrenbang is more or less even across all regions in Indonesia. The central government helps local governments so that local governments can build themselves. The assistance is through the provision of facilitators who can assist in the development of local development programmes (Representative of BAPPENAS, Aruminingsih Mahar).”

The idea of participatory planning, required the Indonesian government to also spend substantial funds in development planning. This practice was tried and implemented. Various ideas and models have been undertaken to support the establishment of development planning regulations, especially those related to community participation. However, in the last decade, a combination of five approaches (top-down, technocratic, political, bottom-up, and participatory), is still considered the best for development planning in Indonesia.

“In addition to Law Number 25 of 2004 concerning the National Development Planning System, other policies become references for local governments; namely, Law Number 23 of 2014 concerning local government. This rule is a reference for local governments to carry out development planning, including also the Minister of Home Affairs Regulation in 2010. This regulation is likely to be more detailed regarding the space for community involvement. However, it will not be as accurate as of the implementation instructions and technical instructions. Implementation guidelines and technical instructions are usually prepared directly by the respective local governments (Representative of BAPPENAS, anonymous).”

There is now some support from the central government to decentralise and give greater decision-making authority to local governments. For instance, Law Number 23 of 2014 concerning Local Government is supported by derivative regulations; namely, Minister of Home Affairs Regulation Number 86 of 2017, which regulates regional development planning. These two regulations govern, in more detail, the process, implementation, monitoring, and evaluation of local development planning while promoting these five approaches. This has also allowed various approaches to be adopted.

Decentralisation has brought with it some challenges, including how strict guidelines around participation should be, budgets, and transparency. This means that it is possible for local authorities

to interpret the guidelines in various ways; hence, local leadership has become very important. The central government handed over the authority to each of the local development planning institutions then developed guidelines that were adjusted to their respective characteristics while not violating the main rules.

The Disaster Management Act (article 37, verse 2, states that the development of the disaster management plan should ensure participatory actions in the process. Meanwhile, in the regulations of the head of the National Authority for Disaster Management (known as BNPB) Number 4, the year 2008, the community, to some extent, should be able to manage a disaster to reduce its impacts. The community could become the victim of a disaster, but they also act as first responders when a disaster happens. This provides a different legislative mechanism promoting community participation, particularly at the local level as explained by one of the interviewees:

“Even though the Disaster Management Act is ensuring public participation, however, in the practical level for developing a disaster management plan, the community did not involve, especially for the national plan. Such a mechanism might be done effectively at the local level (Representative of BNPB, Sridewanto Pinuji).”

5.1.2 Development Planning Deliberation (Musrenbang)

The development planning processes in Indonesia use a forum known as musrenbang to collect information and proposed programmes from local governments, relevant institutions, and stakeholders. Community participation is allocated in the musrenbang at the urban village (known as kelurahan) level of the local government. The musrenbang is a means of consensus through deliberation. National Agency for Development Planning (known as BAPPENAS) is the institution at the central level that is responsible for conducting, monitoring, and evaluating musrenbang.

“The musrenbang at the kelurahan level in the local government is dynamic. Because of the combination approach of development planning in Indonesia (technocratic, political, top-down, bottom-up, and participatory), to identify the genuine involvement of the community quite tricky. BAPPENAS has the responsibility to manage the long-list proposals to become short-lists and then could be considered as a part of the national development plan (Representative of BAPPENAS, Aruminingsih Mahar).”

At the local level, the Local Agency for Development Planning (known as BAPPEDA) assists the villages and the kelurahan government in musrenbang. Kelurahan officials attended the implementation of it at community meetings. However, participation has not come directly from the

community. The practices so far, is that programme proposals are requested from RT/RW. These results were taken to the kelurahan level, where were then discussed and the activities were prioritised.

“Together with the kelurahan officials, BAPPEDA made a selection of ideas to determine which priorities could be postponed. For example, the idea to open the road. It must be confirmed in advance whether the land is clear or not? If it is not clear, it is considered not ready, and the proposal will be dropped (Representative of BAPPEDA of Bima City, Adhi Aqwam).”

In addition, I was told that: *“the musrenbang at the kelurahan level leads by the Community Empowerment Institution (known as LPM), while the representative of BAPPEDA and the head of kelurahan acting as resource persons. The participants are RT/RW chairmen, religious leaders, community leaders, and representatives of residents who are willing to participate. It was an open discussion forum without going through a proposal. Priority and readiness criteria are the two leading indicators of assessment in screening ideas. Communities at the consultation forum make decisions directly, which activities are a priority to be brought to the kelurahan level to be synchronised with other RT/RW (Representative of BAPPEDA of Bima City, Adhi Aqwam).”*

This could mean that priority proposals from each RT/RW^{3.4} are not necessarily accommodated, even up to the city level. Nevertheless, this showed that musrenbang at the kelurahan level have become vehicles for aligning economic and community development. Activities that are the authority of the central government will be implemented using the National Revenue and Expenditure Budget (known as the APBN). Programmes that are under the authority of the local government but support national priorities can be proposed and obtain a Special Allocation Fund (known as DAK).

5.2 Development Planning Regulations and Practices in Bima City

Development planning in Bima is carried out in accordance with the national law for development planning, however this can be seen as leading to a long and complicated process. Community participation had been carried out at the beginning of the development planning process (in the kelurahan musrenbang). Unfortunately, after following a long process and waiting for a long time, the community had not received any certainty that their aspirations would be accommodated in the annual development planning programmes. As stated by one of the interviewees:

“The development planning process is very long. For example, to develop the 2020 development programme, the community must start a meeting in earlier February 2019, and there is no certainty

that the results will be accommodated or not (Representative of BAPPEDA of Bima City, Arif Roesman)."

Although these are deliberative and participatory mechanisms, they had been in decline as people were finding them less effective.

"Communities often felt disappointed because they have to follow complicated procedures on delivering their aspirations to become a part of the government agendas each year with no guarantee that their ideas would be approved. It is not surprising that at this time, the tendency of the public to participate in development planning declined (Representative of BAPPEDA of Bima City, Arif Roesman)."

Like other cities in Indonesia, in Bima, there is a period called a recess¹⁰ period for the Regional Representatives Council (known as DPRD). This recess period is often used by certain parties to submit their proposed programmes directly to DPRD. For communities that have strong representatives, abilities, and links to DPRD, their proposals are likely to be immediately approved and included in the priorities of the development programme.

"There is an inconsistency between the time of the process of implementing the planning stages starting from the kelurahan to kota with the process of recessing the Regional People's Representatives Council (DPRD). Participants who participated in musrenbang did not take part in recesses and vice versa. So that many proposals become bypasses. Most of the council recesses can be accommodated, which will not be forgotten (Representative of BAPPEDA of Bima City, Arif Roesman)."

As described, above, this complicated process perhaps explains the decreasing levels of community participation in development planning throughout the country. In several villages of Bima City, however, the development planning programme has taken a different form, in part due to the programme embryo raised by RT/RW emerged from Mbolo Weki. These are community meetings that take place without instructions or coercion but based on a desire to help each other become a forum for people to exchange ideas related to future development plans. Communities freely express their opinions by prioritising common interests over individual interests.

¹⁰Recess is the period in which the DPRD conducts activities outside the session period, especially outside the DPRD building. For example, to conduct work visits, whether carried out by members individually or in groups. The recess period is canceled at the last trial of a period of membership of the DPRD.

Moreover, funding has been allocated more directly to the village level in the form of a 'self-help stimulus fund'. The city government provides stimulant funds in the form of materials (i.e., building materials), instead of money, while the rest of the funds to complete the programme come from the community. In addition to being able to assist the implementation of development planning programmes, this may also be able to restore public trust in the city government.

Thus, there is evidence that development planning in Bima has evolved somewhat differently to other parts of the country. My research suggests that one of the reasons for this may be the flood events of 2016.

In order to build trust and participation in more formal planning processes, I was told that: *"in Bima City, the existing urban village funds allocated by central government are optimised and are expected to increase public interest without going through complicated procedures (Representative of BAPPEDA of Bima City, Arif Roesman)."*

The city government strives to develop and implement development programmes that are suitable to the needs of the community (Community-Based Development Programme). For example: *"Bima City government encourages business institutions to work together with the community especially those affected by disasters as beneficiaries of work programmes. The post-disaster action plan contains proposals for the activities of business institutions in the work area, either in the form of repairing and restoring all aspects of public or community services to an adequate level as well as rebuilding infrastructure and facilities. The plans are arranged jointly between business institutions, the National Authority for Disaster Management (known as BNPB), the Local Agency for Disaster Management (known as BPBD), city government, and the affected community, as well as the implementation phase (Representative of BNPB, Iis Yulianti and Pratomo Cahyo Nugroho)."*

Thus, the floods of 2016, and the application of disaster recovery legislation emphasising community participation, arguably provided an impetus to depart from the business-as-usual economy-centric development planning. While community participation in the preparation of the Disaster Management Plan (the RPB) for recovery was low at a national level, after the flash floods hit Bima, in 2016, many people were involved in the rehabilitation and reconstruction processes, both implementing and monitoring.

"According to rehabilitation and reconstruction in Bima, after the 2016 flash floods, there is a good lesson learned that could be found. The reconstruction can be done by involving the community

directly (self-help). BNPB only provided assistance in the implementation process. This is a credit point for Bima City (Representative of BNPB, Firza Ghozalba)."

The floods affected development and community participation in its processes. The city government realised that when a disaster occurred it was the people who felt the most impact both economically, socially, and psychologically. In the interviews, it was stated that the city government tried to initiate several programmes and policies that were expected to be able to optimise the role of the community in the development processes. As an example, given by one of the interviewees shows:

"Post-flood, the city government set some new policies, for example the policy to manage development in the upstream area (i.e., construction of reservoirs). Before the rules were set, the city government held a public consultation which was followed up with a deliberative process. Communities in the upstream area are actively providing input regarding current issues and things that need to be done in the future in order to restore their livelihoods post-disaster. This is useful not only for increasing public awareness but also maintaining the upstream area. The activity before setting this rule is done so that the public can understand the benefits of drafting the rules that will be set. Through this approach, the public interest in participating in the process has seen an increase (Representative of BAPPEDA of Bima City, Adhi Aqwam)."

Importantly, while the flood recovery and additional disaster-related legislation provided the opportunity – or prompt - to depart from economy-centric 'business as usual' development planning, my data suggested that these opportunities were not pursued until after the local body elections and the election of a new Mayor in 2018. I was told that: *"besides relocation (house construction), there was not too much meaningful policy through the previous mayor (Representative of Local Agency for Development Planning of Bima City, Adhi Aqwam)."*

After the new mayor was elected and many interviewees attributed significant changes to his leadership. For example, one participant explained that with regard to risk reduction:

"In contrast, the new mayor forms new policies listed in his vision and mission. Example: firstly, initiation of Bima City regulations on land use based on elevation. At specific elevations, it will be prohibited to grow food crops. Secondly, the policy on river border protection. This policy underlies the relocation programme. However, we are not strict that the river border must be 10 metres. Negotiations were carried out with communities of up to 5 metres to access the construction of dikes (Representative of Local Agency for Development Planning of Bima City, Adhi Aqwam)."

The interview results show that the new mayor, along with the city government, made various efforts to optimise the role of the community in the development planning processes. Not only by receiving information and direction but also the community was invited to collaborate in the planning, implementing and monitoring phases. This can be seen in the process of rebuilding houses after the flash floods.

“Bima City government has plans to build a total of 1025 housing units for the people affected by the flash flood. The city government empowers the community starting from preparation, implementation, to supervision. Communities are welcome to choose the building materials that they want to use, the architect who will design, and work with the Army to build the house, and conduct direct supervision. Bima City Government is helping the land acquisition process, design using the services of a particular architect, and assist the community through the processes. Besides, post-flash floods 2016, there is a new policy that was born from the aspect of spatial planning. There was an evaluation of the Regional Spatial Plan (known as RTRW) carried out. It was an evaluation of how to integrate disaster mitigation analysis into spatial planning (Representative of BAPPEDA of Bima City, Arif Roesman).”

There is evidence that the Indonesian government has become more willing to experiment with decentralisation of power and decision-making over the last decade. As one example, the National Agency for Development Planning (known as BAPPENAS) conducts an annual evaluation to find out which provinces have the best achievements based on several indicators determining the Government Work Plan (known as RKP). From the best provinces, some further assessments are carried out at the district/city level. The results of evaluations obtained by BAPPENAS suggest that, provinces that have outstanding results are those that also have good leadership.

“Leadership is also very influential in fighting for people's aspirations. Each application must have more than one benefit. For example, infrastructure development (roads) is essential for connecting one region to another. However, the construction of this road must also be able to develop the existing tourism sector. Not all areas are fortunate to have good leaders. The evaluation result shows that smart leaders motivate every province that considered success in development planning. Unfortunately, this could also illustrate that this country has not been able to form a system that could make regions successful without the influence of leadership character (Representative of BAPPENAS, Aruminingsih Mahar).”

The new mayor of Bima was demonstrably more accommodating of the community's views and providing opportunities for the community to participate in development planning processes in other

ways. This could be one of the determining factors in increasing the achievement of development planning in the City of Bima over the past year.

“The new mayor determines the rebuilding of houses for the affected community of 1025 units according to the results of direct discussions with the community. Less than one year of his leadership (end of 2018), 500 housing units have been successfully built. So that the target, no later than the end of 2019, 525 housing units will be completed. So that the affected community does not occupy temporary shelters for too long. Not only that, the community's livelihood factors are well thought out. The mayor accommodates community input by providing land to help the community continue farming activities (Representative of BAPPEDA of Bima City, Arif Roesman).”

These results suggest that intelligent and accommodating leaders have had a significant influence on the way in which development takes place at the local level.

5.3 Community-Based Economic Development (CBED) in Bima City

The economic crisis that hit Indonesia in 1998-1999 resulted in a downturn across all regions in Indonesia. It was believed that economic transformation was urgently required to support the community's livelihood and restore the economy as a whole. This affected the focus of development planning in the short-, medium- and long- term (until 2020 (BAPPENAS, 2005)). Economic transformation then became the main focus of development planning throughout the country. However, in Bima, although it did adopt this directive, in part, it departed from this economy-centric model in several important ways. Of particular interest is the ways in which economic and community development have been undertaken concurrently and, in some cases, synergistically. My research sought to better understand how this community-based economic development (CBED) approach evolved.

When considering the interview results, it was found that CBED in Bima has an orientation structure that was implemented locally. One participant explained Bima's model as follows:

“Economic development has always been the main focus of development in Indonesia. The issue of equal distribution of economic activity and employment is often a priority program in every development planning budget year. However, it is different in Bima City. Since 2018, the city government, through BAPPEDA has tried to incorporate aspects of community development into the structure of existing planning programmes and make them equal with economic development (Representative of BAPPEDA of Bima City, Adhi Aqwan).”

In describing how this approach played out in practice, I was told: *“as a concrete manifestation [of community-based economic development], one of the leading programs is the improvement of community capacity through job training in different fields according to community interests and talents. The pilot project is intended for disaster-affected communities in collaboration with relevant government institutions and private companies. Assistance in the form of small and medium business loans has become one of the solutions for the community in business development (Representative of BAPPEDA of Bima City, Arif Roesman).”*

At the local level, the Bima City government through BAPPEDA and the Local Agency for Disaster Management (known as BPBD) have tried to align economic and community development. Through the regulatory BAPPEDA of Bima City made the portion of participation more heard by managing the ideas from the community to become a priority and ready to be implemented. BAPPEDA of Bima City holds the primary responsibility for drafting this regulation.

“We have policy considerations to provide space for stimulant funds to develop due to the very dynamic needs of the community. We are starting from procedures and provisions to get stimulant funds to use and reporting. Procedures and provisions are in the regional secretariat of the development administration. We also established an aspiration house for women and children to cover their needs. This programme is continuing the previous approach of the Family Planning Village and Literacy Village in Bima City (Representative of BAPPEDA of Bima City, Arif Roesman).”

In terms of disaster management, the BPBD of Bima City tried to increase community participation through capacity building. This was intended to accommodate the aspirations of the community and reducing the vulnerability of the community to disasters.

“The BPBD of Bima City always tries to involve the community through volunteerism. If there is a need for assistance, for example, for productivity or business, the BPBD will try to connect the volunteers or the community with the relevant institutions of the Bima City government. For example, assistance in the field of fisheries to improve the economic level of the community. This is one of the strategies to reduce the vulnerability of the community because economic factors are one of the factors that influence people's susceptibility to disasters. Regular meetings with the community were also conducted to promote disaster awareness and preparedness. The flash floods 2016 in Bima City caused zero victims. This happens because the commands conveyed from the community that is upstream are swift and help the community in the downstream. Here, it can be seen that programmes that are escorted and implemented at the community level are going well (Representatives of BPBD of Bima City, Immawan Muslimin and Suryani).”

According to the interviewees, it was frequently stated that musrenbang was a forum for community participation in the development planning process. However, practical, participation was limited to only one level of musrenbang, and that was the lowest level of musrenbang. In order to bridge the gap, the mayor was approached the community to discuss directly with them and listed what had been requested by them.

“The new mayor does not hesitate to come directly to the location of the affected community and ask what things are needed urgently. Then he translated it into a programme list. After that, the mayor conducted a follow-up meeting by inviting relevant institutions and stakeholders. Discussions are held in deliberative way to reach consensus. The meeting obtained a sequence of priority programmes to be carried out during the recovery period. Not only that, the results of the consensus were conveyed back to the community to then get input and approval before being implemented (Representatives of BAPPEDA of Bima City, Adhi Aqwam and Arif Roesman).”

The rebuilding of houses for people affected by disasters is one of the programmes that was prioritised. Because the application of this concept was considered to reap positive responses from the community, the city government has subsequently adopted this concept in several other programmes. Bima City government is seen trying to optimise the community's expertise gradually through several pilot projects. For example, I was told that: *“the city government applied similar approach for running climate change programmes. For example, the disruption of the marine fish ecosystem due to sea level rise disturbs the income of the fishermen. In collaboration with kelurahan officials, the city government came to the community to discuss strategies to restore their economic activities. The output is in the form of kelurahan action plans. This action plan has a fish farming development programme. The city government then invite the Fisheries Agency to discuss and implement this programme. At present, there are no significant results yet. However, activities such as capacity building have begun since the programme has been carried out (Representatives of BPBD of Bima City, Suryani).”*

5.4 Summary

In this chapter, I have presented data suggesting that decentralisation and the transfer of decision-making power to local authorities has resulted in some variation in development planning approaches across Indonesia. Bima City was chosen as a case study to better understand how the orthodox model of economic development was being integrated with community development approaches (i.e. Community-Based Economic Development (CBED)). The flash flood events in 2016 and, in particular, the disaster recovery planning processes emphasising community participation, became a trigger for Bima City to explore different ways of involving communities, not just in

recovery but also in developmental planning. When community participation can reduce the 'burden' borne by the government, simultaneously, the trust of the community towards the government of Bima City could also increase. This, in turn, depended to a significant extent on the election of a new mayor sympathetic to integrate economic and community development.

Chapter 6

Discussions

Development planning practices all around the world are experiencing an evolution of different approaches and trends. Many countries believe that development planning is required to regulate, control, and prevent the implementation of programme plans from being ad hoc and costly. When looking back at the history of development planning, governments worldwide tended to have more interest and focus on economic rather than community development in their development planning agendas though this has recently been challenged by an emphasis on sustainable development. Consequently, governments have started to talk about how community development might better align with economic development. This chapter discussed the evolution of the intended development planning approach and then compare it with a case study in a city in Indonesia.

6.1 Development Planning Interpretation and Practices

Different countries have different approaches to development planning. Development planning is required to realise the policies and ideals stated in the constitution of the country. Some countries, such as China and Vietnam, tended to use top-down and centralised approaches in their development planning, whereas other countries in Asia, including Indonesia, have recently started to adopt a growth-oriented approach that also includes participatory planning in its implementation. Given this participation shapes the development agenda, the implementation can be quite varied.

Chimhowu, Hulme, and Munro (2019) argue that “many developing countries are now seeking to guide their own development through a set of processes, policies and practices” that can usefully be termed ‘community-based development planning’. This relatively new development planning has implications not only for how countries respond to the new agenda proposed by the United Nations, namely Sustainable Development Goals (SDGs), but also in terms of the global and local challenges they confront. A common response by governments to these challenges has been to approach development planning in terms of building institutions, resources and the risk/shock-management capabilities that are needed to achieve their development goals. While this provides a broad focus, it is apparent that contextual factors frame how this plays out in particular places. My research explored the ways in which one city in Indonesia – Bima – initiated a new approach to development that enabled a different role for communities.

6.2 Contextual Factors Influencing Development Planning Practices in Indonesia at a Central Government Level

In the reform era¹¹ in the late 1990s, development planning that was too centralistic and technocratic was considered to be no longer sustainable. There were demands to strengthen the role of the community in the existing development planning, so that the development that will be carried out really reflects the interests of the people. This can be seen, for example, with the increasingly prevalent discourse about good governance or the formation of good governance in society. This transition was apparent in my analysis of secondary data sources, such as relevant literature (for example, *Development Planning in Indonesia Post-New Order: Reflection on Empowering Community Participation* by Fuady (2012)), the National Guideline for Development Planning Coordination (BAPPENAS (2005)), and the National Law Number 24 the year 2007 concerning Disaster Management (BAPPENAS (2004)). Together with transparency and accountability, community participation is an important pillar for the realisation of good governance.

In response to these demands, various institutional changes have been made. Since the onset of reform, there have been at least four important changes that have influenced the development planning system in Indonesia. First, the role of the National Development Planning Agency (known as BAPPENAS) is now more limited than in the new order era. Second, the implementation of local autonomy that allows each region (province, district and city) to be free to determine their respective development plans. Third, the direct regional head election system. Fourth, the role of parliament, both at the central level (the House of Representatives, the DPR) and the regions (the Regional House of Representatives, DPRD), which are getting stronger, and this also plays a role in changing development planning in Indonesia.

While the extensive literature notes the importance of community participation in more recent development planning approaches, my research suggests that the main purpose of the current development plan (reform order) is to revive the national economy that collapsed after the 1997-1998 economic crisis, determine the leading sectors in the face of global free trade mechanisms, and infrastructure development (BAPPENAS, 2004). From these three main objectives, it can be seen that other concerns, like community development is not a primary focus at this level. The emphasis seems more on efforts to increase national income growth to recover from the economic crisis. As a result,

¹¹ The reformation era that began in 1998 was marked by the abdication of the leadership of the second president of the Republic of Indonesia (Suharto), development planning was too centralised and technocratic, and was considered to be no longer able to continue.

communities have been seen as passive recipients or objects of development rather than active agents or actors.

Theoretically, it is not impossible to combine economic and community development although, arguably, this is more difficult to achieve through central government mechanisms. As noted in Chapter 2 (Literature Review), there have been varied attempts to incorporate economic and community development approaches, such as ‘community economic empowerment’, which is a concept of economic development that encapsulates social values. This concept reflects the new paradigm of development, which is "people-centred, participatory, empowering, and sustainable" (Chambers, 1995). It may be the case that these types of approaches are more easily implemented at the local government level providing there is a broader legislative context that enables it. Thus, I turn now to my case study area to discuss my findings in terms of the literature on community-based economic development.

6.3 Development Planning Practices in Bima City

Development planning in Bima City is carried out following the rules and guidelines that apply nationally. However, every region in Indonesia in this reform era has the autonomy right¹² to do this. In contrast to the policies implemented nationally and, somewhat unusually in the local government context, development planning in Bima City currently focuses on collaborating and empowering the community as economic actors. This means that economic development goes hand in hand with community development, as can be seen from the diagram below.

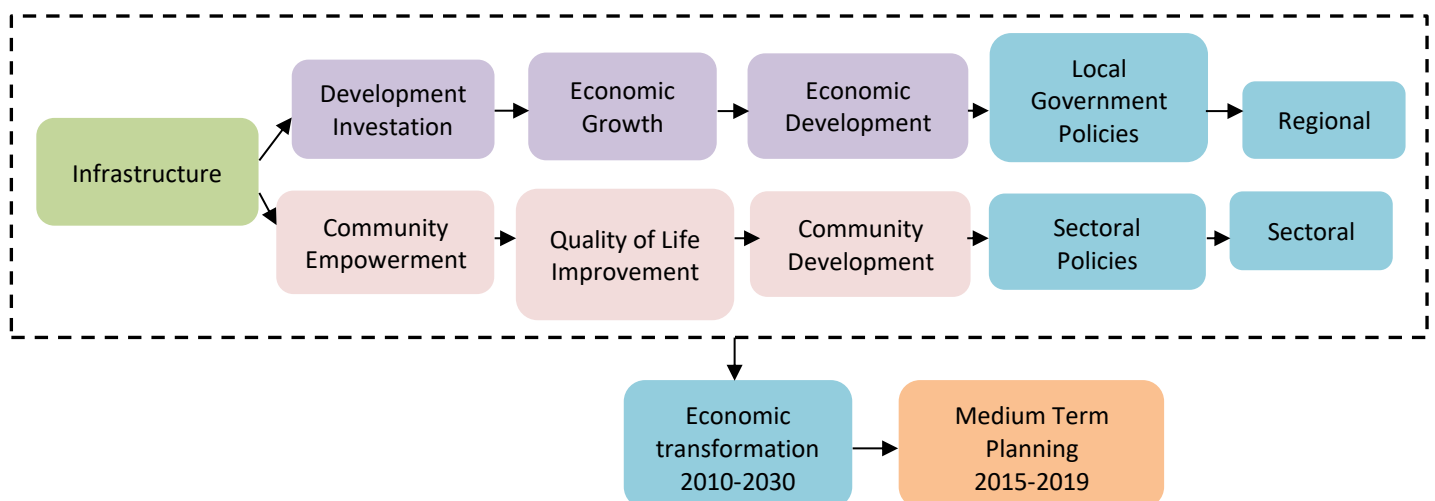


Figure 6.1 Development Planning Scheme of Bima City (adapted from the interview results, 2019)

¹² Regional autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own government affairs and the interests of local communities in accordance with statutory regulations. The autonomy legislation referred to is Law No. 32 of 2004 governing local government.

The diagram (Figure 6.1) depicts the planning framework that seeks to integrate community and economic development. Through the autonomy rights exercised by Bima, it is reasonable for the city government to develop their own development planning patterns while still meeting national goals. Economic development is placed in line with community development, and the relationships between them are mutually influencing and equally important. This shows that Bima has gone further than most cities in combining economic and community development.

The complexity and lengthy development planning processes exercised through the national policy framework, as mentioned in the results, seems to be less than optimal in accommodating the aspirations of the community. However, this is dealt with by the Bima city government by the development of informal discussions before the formal process takes place. As stated in the results, Mbolo Weki becomes an informal process that is relied on before the urban village (known as kelurahan) musrenbang is held. The community is more flexible and open in expressing their opinions in Mbolo Weki than in musrenbang. The results of Mbolo Weki are then conveyed through representatives present at the musrenbang so that the proposals that appear in the musrenbang are proposals that are not yet filtered and structured but proposals that contain priority programmes for each RT/RW. Proposals that become a priority are mostly proposals concerning community development. For example, post-disaster recovery of people's livelihoods through free land loans for farming or gardening in collaboration with the local agriculture office. Indirectly, the proposed programme is expected to be able to restore the economic condition of the community while supporting the economic development of the city as a whole. This shows that the use and alignment of the orientation structure, which is already in place and accepted by the community with what the government has set, is important to do and produces good results in Bima.

6.4 Spaces for Community Participation

As previously discussed, development planning might look different in different places. So too is the provision of space for community participation in development planning processes. Looking back to the IAP2 spectrum mentioned in Chapter 3, the level of participation is divided into five different levels: inform, consult, involve, collaborate, and empower (Figure 6.2).



Figure 6.2 Level of Participation (adapted from the IAP2, 2017)

In countries that apply the concept of top-down planning, the space for community participation will be limited and maybe the level of community participation is only at the inform level. However, drawing on my results, Bima City's government tends to work together with the community and stakeholders to solve some of the issues that arose in the development context especially post-disaster in 2016. Moreover, the city government seems to empower them through several programmes and initiatives. For example, in the process of rebuilding houses after the flash floods the community was given an open opportunity to determine the material and design of their buildings. Working closely with the army, communities were invited to build houses and under the direct supervision of the city government, while the city government was responsible for providing land and determining designs that are appropriate to the budget. Regarding the level of participation, above, these examples show that participation in Bima sits along the collaborate and empower continuum. This is evidence that Bima is leading Indonesia in experimenting with more empowered forms of participation.

As indicated in my results, the floods may have acted as a catalyst for Bima's adoption of more participative forms of planning new legislative spaces were invoked by emphasising the importance of participation in the disaster response and recovery phase, and some of these later become more deeply embedded in business-as usual practices. My results, therefore, suggest that 'catalytic events' can help with the transition from top-down to more bottom up development planning approaches.

However, much of the literature has suggested that disasters tend to amplify conditions of disempowerment rather than mitigate them. Klein (2007) gives some examples from the tsunami in Sri Lanka and the Maldives and shows that the lives of fishing people have become even worse post-disaster because government policies did not support their livelihoods and were defeated by other interests. In contrast, a different situation was experienced by Bima's people. One of the ways in which we might account for Bima's 'empowering approach' is to make a closer analysis of its leadership. As Hao and Yazdanifard (2015) show, strong leadership can make a difference. In Bima, the post-flood election of a new mayor who focused on community participation appears to be the key. For instance, he simplified procedures for delivering community aspirations through community consultation meetings, which were then recognised as informal meetings that have the same weight as the *musrenbang* at *kelurahan* levels. As another good example, the mayor of Bima was willing to go directly to the affected communities and often conducted direct discussions (without an escort from the authorities) to find out about and hear people's complaints. As noted by my interviewees, this helped restore public trust and also made it easier for the mayor to then devise priority recovery strategy.

The results suggest that after visiting the community, the mayor of Bima then invited government officials, relevant institutions, and stakeholders to a meeting. In this meeting the field findings were discussed to reach a consensus in the form of priority actions/programmes. It did not stop there, as the results of the consensus were brought back to the community to receive their input and approval. This iterative process may have appeared resource hungry and lengthy: however, this phase did not last long in the case of Bima. This process could be undertaken and the results could be seen directly in less than one year. This implied that the timeframe and results obtained from the application of participatory planning concepts will also vary. It might not take long for Bima City to implement the participatory planning, depending on the strategy being implemented. However, it certainly required commensurate resources (human, budget, and effort) to implement and reap the results in the short term.

5.1 Summary

While there was a degree of consensus that the global development planning agenda should now emphasise distribution, and equality, there were still enormous variations in practices both between and within them. Nowadays, the target of achieving Sustainable Development Goals (SDGs) is one of the references for countries around the world. While, in general, Indonesia seemed to focus on economic development Bima City has been better able to combine economic and community development planning. My results suggest that a catalytic event – flash floods – combined with the election of a new mayor who emphasises community participation helps explain why Bima has adopted a community-based economic development planning model.

Chapter 7

Conclusion

The idea for this research arose from discussions and debates among scholars about the importance of community participation in development planning and how the needs of the community can be accommodated by the design of programmes determined by the government through short-, medium- and long-term planning. In practice, there are several issues that need to be addressed, such as regulations and governance. The main goal of this research was to identify the role of the community in development planning and the strategies implemented by local governments to optimise community participation in the development planning processes. In order to achieve the goals, some objectives are set as the research questions

If economic development becomes the dominant focus in several countries in the world including Indonesia, is there evidence that Bima, as a study area, has departed from the 'orthodox' economic development model?

In terms of development planning practices, Bima City, as the study area, has departed from the orthodox economic development model to a more community development model. This can be seen from several community empowerment initiatives and programmes developed by the city government. For example, the fish farming development programmes initiated by the (new) mayor and supported by the Fisheries Agency of Bima City to restore the community's livelihood after the flash floods. The programme might provide a win-win solution for the city government in improving the regional economy through the fisheries sector, as well as by providing benefits to the affected communities through capacity building and fish farming business assistance.

What is the revised approach and what factors facilitated or challenged this at both the central and city governments levels (e.g. leadership, catalytic events, such as floods, and election time)?

From this research, I found that, given an enabling broader governance framework, catalytic events (such as a floods) and strong leadership sympathetic to community participation helped explain how Bima came to adopt a community-based economic development (CBED) planning approach. The newly elected mayor used a different approach from the previous leader in developing his programmes. Ideas regarding priorities were explored through direct discussions with the community. This approach was carried out as one of the mayor's strategies to overcome the post-flood problems which, at the beginning of his leadership, were huge issue for Bima. Some of the programmes were based on the needs and aspirations of the people, especially the affected communities, and produced good results. Therefore, this CBED planning approach continues to be

applied not only by the mayor and has since been adopted by some other government institutions as well.

At what level does community participation in development planning processes take place in the study area?

Concerning the findings, the level of community participation in Bima City may sit between the collaborate and empower levels. This is due to the community contributing and cooperating with the city government and stakeholders in choosing development programmes. Moreover, in some development activities, the communities were also invited to take part in the decision-making (i.e., choosing and deciding on the type of building material for rebuilding damaged houses after flash floods).

Implications

What is mentioned above certainly has implications both on the theories and practices of development planning. Some scholars explained that deliberations are a critical process in the CBED planning approach and this, culturally, requires a long time and considerable resources. The case study in Bima, however, reveals other possibilities. The ability and courage of a leader in determining the direction and approach for the development planning process has made the application of this approach easier and has also gradually reduced complicated problems in the disaster-recovery phase.

From this research, in addition to leadership factors, I also found that disaster events could trigger changes both in policies and development planning practices. Although the development planning process at the local level must follow procedures regulated by the central government, local governments must be able to adapt these procedures to the characteristics of the community and region. The formal development planning process can be balanced with an informal process (i.e., Mbolo Weki), which, in Bima, turned out to be more effective in accommodating the community's aspirations.

According to the findings and analyses, there are several matters that need to be developed and continued in future research. *First*, disasters turn out to be a trigger for changes in development planning both in terms of decision-making and community empowerment by the victims of the disasters themselves so that the community can bounce back 'better'. Further research is needed to refine effective community empowerment systems after disasters. *Second*, the issue of leadership is an interesting finding from Bima City. The presence of a (new) leader, who is able to issue policies that are considered effective and is able to win the hearts of the community, proves that the figure of a leader is crucial for the success of the programme in development planning. However, further

research is urgently needed to examine how to create a development planning system without depending on a leader figure or needing to study the election time in relation to development planning time-frames.

Seeing the disaster as a 'pioneer not a destroyer' and by optimising community participation in development planning should be able to change the mindset of the government, as well as planners, about developing community-based strategies.

Appendix A

Interview Schedules

Lincoln University Policies and Procedures
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Interview Schedules

For the representatives of National Agency for Development Planning (Bappenas)

Participant code:

Position:

Questions:

Planning Regulations

1. What central government legislation that informs what the local government could/could not do in planning processes at local level?
2. What statutory and non-statutory tools did the local government develop at regional level to facilitate the process?
3. Is the mechanism of community participation covered in these tools?
4. If yes, in what form and stage is community participation intended? If no, are there derivative regulations specifically discussing community participation in development planning?

Participatory Planning

1. When did the participatory planning concept apply to the planning system in Indonesia?
2. Is this concept applied equally both at the central and local levels?
3. Have you ever been involved in a process of developing a development plan that involved the community at local level?
4. If yes, what is your role in the process?
5. What challenges and issues are faced in implementing community participation in development planning especially at local level?

Bima City Performance

1. How is the performance of the Bima City development planning in the last five years?
2. Were there any policy changes from the Central Government regarding development planning in Bima City after the 2016 flash floods? Could you give me an example?

For the representatives of National Authority for Disaster Management (BNPB)

Participant code:

Position:

Questions:

Planning Regulations

1. What regulations were became the legal umbrella for disaster management planning in Indonesia that could be applied at the local level?
2. Is the mechanism of public participation covered in these regulations?
3. If yes, in what form and stage are community participation intended? If no, are there derivative regulations specifically discussing community participation in development planning?

Participatory Planning

4. When did the participatory planning concept apply to the process of developing the disaster management plan in Indonesia?
5. Is this concept applied equally both at the central and local levels? Could you give me an example/s?

Bima City Performance

3. How is the performance of Bima City in developing and implementing the disaster management plan so far?
4. Are there any policy changes from the Central Government regarding the disaster management plan after the flash floods that hit Bima City in 2016?
5. What challenges and issues are faced in implementing this plan from the Central Government perspectives?

For the representatives of Local Agency for Development Planning (Bappeda) of Bima City

Participant code:

Position:

Questions:

Planning Regulations

1. What is the development planning mechanism in your city?
2. What is the mechanism of the development planning process in your city?
3. Did the development planning process refer to all applicable regulations (Law No. 25 of 2004 and other Local Government Regulations)?
4. Does development planning support the ethics and values of society?

Participatory Planning

1. Have you ever been involved in a process of developing a development plan that involved the community?
2. If yes, what is your role in the process?
3. What did you/the institution do to facilitate and accommodate public aspirations in development planning?
4. Do the participants present in the development planning process (musrenbang) represent all elements of society? Could you give me an example of that?
5. Do every community have the same opportunity to contribute ideas? Could you give me an example?
6. Do the ideas/proposals add easily to the development planning process?
7. Do people experience time and place constraints in contributing ideas?
8. Do people involve in the decision-making to decide which activities are considered the priority to be submitted to the higher musrenbang? Could you give me an example of that?
9. Could development planning accommodate all community contributions? Could you give me an example of that?
10. What is the community response to the development planning process?
11. What challenges and issues are faced in the engaging community into development planning processes?
12. What are the tips or strategies for engaging the community in development planning?

Synergy of Planning

1. Is there any cooperation between the administrative and geographic regions in the implementation of development planning?
2. How is the interaction between stakeholders in the development planning process?

For the representatives of Local Agency for Disaster Management (BPBD) of Bima City

Participant code:

Position:

Questions:

1. Have you ever been involved in a process of developing a development plan that involved the community?
2. If yes, what is your role in the process?
3. Has the disaster management plan of Bima City been integrated with the development plan? Why?
4. Do the communities participated in the process of drafting it? Could you give an example of that?
5. If yes, after the disaster management plan has been arranged, will the community continue to guard the process of integrating the plan into the development plan (for example by sending representatives to musrenbang at the district level/higher musrenbang)?
6. After the flash floods that hit Bima City in 2016, are there new policies related to community participation in the planning process?
7. In what way is that different? Could you give me an example?
8. What are the tips or strategies for involving the community in the preparation of disaster management plans?

Appendix B

Letter of Invitation

Lincoln University

Environment, Society and Design Faculty

Research Information Sheet

I would like to invite you to participate in a project entitled " Local government and effective community participation in disaster recovery planning."

The aims of the project are to assess whether the planning institutions in Bima City have some strategies leads to development planning that engages the participation of communities and to identify the attitudes, challenges, and issues faced by the local government to pursue the participatory approach. Your involvement in this project is to answer some questions that will be asked through the phone interview. This interview will last no more than half an hour.

You are selected as a participant because as an official in Bima City, I am sure you concern on the development planning in Bima, especially concerning the community participation in establishing a development plan. In other words, of course, you also have relevant information that can be discussed about your experience of the planning processes arranged by Bima City Government whether it meets the needs of the community or the local government.

You have the right to withdraw from this project and may withdraw any information that has been submitted without any sanction up to 3 weeks after my interview. You may also suggest other people whom you think are appropriate to participate in this project for immediate follow-up. This interview will be recorded under your permission or be noted if you have objection for recording process. As a follow-up, the recording or notes will be re-played/re-shown to get verification from you regarding the quote that will be used as the results of the interview.

The results of this project might be published, but we will keep your privacy and your personal identification will not be made public. To assure privacy and confidentiality, all the interview and project data will be stored at Lincoln University using a secret password on the protected computer and locked in a separate cabinet.

This project is conducted as a research requirement for her Master in Planning by Gita Suwandi under the supervision of Dr Suzanne Vallance, who can be contacted at +64 21822023. She will be happy to discuss all matters concerning your involvement in this project.

The project has been reviewed **and approved** by the Lincoln University Human Ethics Committee.

Researcher: Gita Suwandi, Master of Planning Student, Faculty of Environment, Society and Design
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27 March 2019

Appendix C

Telephone Script and Interview Questions

Lincoln University Policies and Procedures
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Telephone Script

Name of Project: Local government and effective community participation in disaster recovery planning

Hello, my name is Gita Suwandi

I am a postgraduate student of the Environmental Management Department at Lincoln University undertaking study for Master degree on planning.

You are invited to participate in a project that aims to know the strategy, attitude, challenge, and obstacles to engage community in establishing a development plan in Bima City from the local government perspectives.

Your telephone number was selected by identifying relevant position in planning and disaster institutions in Bima which have significance correlation with the case study.

Your participation in this research will involve in answering 10 questions over the phone about your recent experience in development planning and we estimate this to take 30 minutes.

Participation in the research is voluntary and you may decline to answer questions or withdraw from this project at any time and may withdraw any information that has been submitted without any sanction. You may also suggest other people whom you think are appropriate to participate in this project for immediate follow-up.

This interview will be recorded under your permission or be noted if you have objection for recording process. As a follow-up, the recording or notes will be re-played/re-shown to get verification from you regarding the quote that will be used as the results of the interview.

If you do withdraw up to 3 weeks after my interview, any information you have already provided will be destroyed. All information will remain anonymous to me as researcher and my supervisor.

To determine if you would like to participate in this study we would like to send you an Information Sheet and Consent Form using email address which will provide more detail about the study. I would like to confirm I have your mailing address details correct.

I will then arrange an appointment for you to have a conversation with me to discuss what participation will involve and answer any questions you may have. Once all your questions have been answered, you feel you have had enough time to consider your participation and if you would like to participate, I will ask you to sign a Consent Form. I will be given a copy of this to keep.

Thank you for your time and interest in the Local government and effective community participation in disaster recovery planning project. If you have any questions regarding this research, please contact:

Name of researcher: Gita Suwandi

*Telephone numbers: +64 220250065 (New Zealand Mobile Number) or
+62 82122002630 (Indonesia Mobile Number)*

or my supervisor

27 March 2019

Page 1 of 2

Full name of supervisor: Dr Suzanne Vallance

Telephone number of supervisor: +64 21822023

General Questions

Thank you for the time and opportunity given to me to ask some questions related to the research that I did.

1. Bima City is known for its success involving the community in establishing development plans. Could you describe this based on your perspective?
2. In your opinion, how could this community participation occur? At what stage is the community involved?
3. What did the local government do to facilitate and accommodate public aspirations in development planning?
4. Do the participants present in the development planning process (musrenbang) represent all elements of society? How could you measure that?
5. Do every community have the equal opportunity to contribute ideas in development planning deliberation (musrenbang) for instance?
6. Recently, most of the decision making is under the authority of the government both central and local. Regarding your experience, do people involve in the decision-making to decide which activities are considered the priority to be submitted to the higher development planning deliberation (musrenbang)?
7. Some scholars admit that the community in Bima City have given good response to the development planning process in Bima. What do you think about that and in what way this could be happened?
8. Based on your role, what challenges and issues are faced in the engaging community into development planning processes?
9. To produce a comprehensive development planning document which accommodates community aspirations, policies and rules are required. In your opinion, are the existing policies and rules sufficient and relevant to the current condition of Bima City?
10. As the final question, the effectiveness of community participation in development planning in Bima City is considered very good. Based on your perspective, is the intended effectiveness good for the government side or for the community side or both?

Appendix D

Consent Forms

Lincoln University Policies and Procedures

ADDITIONAL FORMS FOR HUMAN ETHICS APPLICATIONS

CONSENT FORM

Name of the project: *Local government and effective community participation in disaster recovery planning*

The objective of this research is to identify the strategy of planning institutions and government of Bima City in implementing community participation in development planning based on a review of secondary data, observation by attending one meeting (long-term planning review) using Skype application and phone interviews with the officials such as a) representatives of National Agency for Development Planning b) Mayor of Bima City c) representatives of Local Agency for Development Planning and d) representatives of Local Agency for Disaster Management.

I agree to participate in the project, and I consent to the publication of the results of the project with the understanding that a) confidentiality will be preserved if requested and b) I will have the opportunity to review any quotations attributed to me before publication. I also understand that I may withdraw from the project up to 3 weeks after my interview, including withdrawal of any information I have provided.

I provide consent to:
(Please tick one or all of the following options)

- | | |
|--|--------------------------|
| Having an audio recording taken | <input type="checkbox"/> |
| Having notes taken of the interview | <input type="checkbox"/> |
| Being identified by name | <input type="checkbox"/> |
| Being identified by my professional role | <input type="checkbox"/> |

Please specify preferred description of role to be used: _____

Other notes:

Name: _____

Signed: _____

Date: ____ / ____ / ____

Appendix E

Human Ethic Committee Approval

Research Management Office

T 64 3 423 0817
PO Box 85084, Lincoln University
Lincoln 7647, Christchurch
New Zealand
www.lincoln.ac.nz

23 May 2019

Application No: 2019-20

Title: Local govt and effective community participation in disaster recovery planning

Applicant: G Suwandi

The Lincoln University Human Ethics Committee has reviewed the above noted application.
Thank you for your response to the questions which were forwarded to you on the Committee's behalf.

I am satisfied on the Committee's behalf that the issues of concern have been satisfactorily addressed. I am pleased to give final approval to your project.

Please note that this approval is valid for three years from today's date at which time you will need to reapply for renewal.

Once your field work has finished can you please advise the Human Ethics Secretary, Alison Hind, and confirm that you have complied with the terms of the ethical approval.

May I, on behalf of the Committee, wish you success in your research.

Yours sincerely



Grant Tavinor
Chair, Human Ethics Committee

PLEASE NOTE: The Human Ethics Committee has an audit process in place for applications. Please see 7.3 of the Human Ethics Committee Operating Procedures (ACHE) in the Lincoln University Policies and Procedures Manual for more information.

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